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**RESEARCH**

**in CHILD WELFARE**



Children's Bureau Publication No. 389--1961

RESEARCH IN CHILD WELFARE

Report of a conference of experts in research and practice in the field  
of child welfare, held in Washington, D. C., December 15 and 16, 1960

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
Social Security Administration  
Children's Bureau

1961

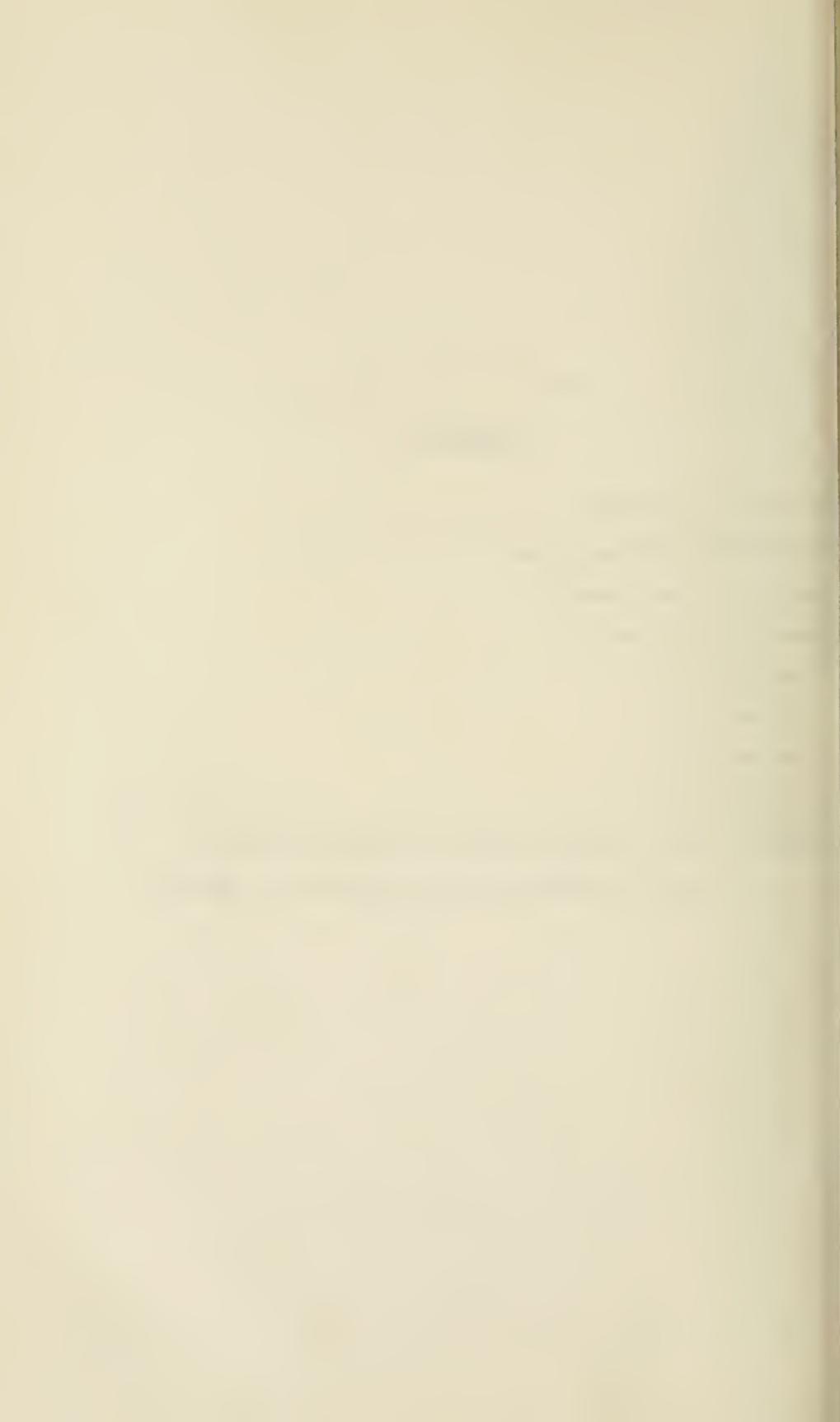
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## BACKGROUND FOR THE CONFERENCE

This conference was held in Washington, December 15 and 16 1960, at the invitation of the Chief of the Children's Bureau. In her letter of invitation Mrs. Oettinger wrote:

"As you know, we are soliciting your advice in regard to the recent amendment to the Social Security Act to make grants for research or demonstration projects in the child welfare field.

"This program will be administered by the Children's Bureau when funds are made available by the Congress for its implementation. However, before such a program can be set up, many questions must be answered, including those of how to define clearly the field of operation and how to foster good research in areas of practice that have thus far received little research attention.

"We are therefore asking a group of experts to help us:

1. In identifying problems that stand in the way of efficiency or effectiveness of welfare work with children, including work with delinquent children. These problems fall into two principal categories: those referring to the children who are served, their characteristics and their circumstances, and those referring to the means and methods of service.
2. In identifying possible new means and methods of prevention and treatment in the child welfare field that are of national importance and that should be tested for feasibility and effectiveness.
3. In identifying types and methods of service that should be established on a demonstration basis because they are greatly needed and are of recognized value."

At the first session on Thursday, December 15, Dr. Bloch, Dr. Cohen, Mr. Hyde, and Dr. Ohlin were absent. On Friday, December 16, Dr. French and Dr. Winston were absent.

Mrs. Oettinger acted as chairman throughout the conference. Dr. Ida C. Merriam, Director of Program Research in the Office of the Commissioner of Social Security participated on December 15.

Dr. Katherine Bain, Deputy Chief, Mr. Philip Green, Director of the Division of Juvenile Delinquency Service, Mrs. Martha Hynning, Acting Director of the Division of Social Services, Dr. Marian M. Crane, Acting Director of the Division of Research, Elizabeth Herzog, Division of Research, and other members of the staff of the Children's Bureau were present. Dr. Witmer, Director of the Division of Research, was absent because of illness.



## SUMMARY AND CONCLUSIONS

The conference was called to advise the Children's Bureau on plans for the administration of funds for research or demonstration projects in child welfare authorized by the 1960 amendment to Title V, Part 3 of the Social Security Act.

Before taking up possible projects and priorities the conference participants discussed the general framework for project grants, the function of the Children's Bureau in relation to the new legislation, definitions of research and demonstration and other problems of operation.

No votes were taken but the minutes of the conference show a development in the discussion of each topic until it was dropped by general consent and the talk moved on to another subject. The points of greatest consensus or of some dissent are summarized here.

### The Children's Bureau function

The conference participants spoke firmly for a strong role of leadership, stimulation and coordination by the Children's Bureau in this new program. They expressed the belief that the Children's Bureau is different from some research-granting agencies because it is headquarters for operations in the field of child welfare. They recommended that any research-grants advisory committee should be truly advisory and that the Children's Bureau should take actual responsibility for decisions.

This role of leadership they believe to be consistent with the original function of the Children's Bureau -- that of bringing to the Nation information about the situation of children. It should extend to a statement by the Bureau of priorities for granting funds within certain broad subject matter areas in which research and demonstration are specially needed. It should include positive efforts to stimulate applicants to submit sound proposals. It should include technical consultation, advice on design, and comparison or analysis of results of completed projects. The Bureau should also encourage designs that can be used in separate parts of the country.

### Regional participation

It was explained that the Children's Bureau was not thinking of administering this program through its regional offices and that organizations applying for project funds would not apply through State departments of public welfare. All applicants, including State departments of public welfare, will deal directly with the Children's Bureau in Washington.

The conference participants, however, suggested a new approach to regional research planning. They suggested that after funds had been appropriated a regional structure should be developed. This should include regional conferences of university and public and voluntary agency personnel, sponsored by the Children's Bureau, to find out what research is going on in the region, what is needed and what plans and priorities can be developed that will be of interest to more than one agency. Emphasis should be placed upon public and voluntary agency cooperation. Such a structure might include a regional

advisory committee. Regional commissions to work on a consultative basis were also suggested. It was also suggested that informal regional meetings might be held on the initiative of public and voluntary agencies before the Children's Bureau administration begins.

There was some dissent to the proposal for permanent location of Children's Bureau research staff in regional offices because of the shortage of competent research personnel, but regional research consultation by the Children's Bureau was strongly supported.

### Definitions of research and demonstration

Discussion of the definition of research centered around the differences between basic or pure research and applied or engineering research. It seemed to most of the participants that there was room for both in this program.

There was general agreement that demonstration projects also involve research, but the way in which research and demonstration are to be associated was described in different ways. One suggestion was that each research phase should be followed by a demonstration phase. Demonstration in this sense would be the engineering, developmental or testing phase in applying new knowledge that had been produced by research.

It was also suggested that a demonstration project must state the theoretical assumptions underlying the program which is demonstrated and must include the design for a set of research operations to test the validity of these assumptions.

There was little interest among the participants in demonstration in the sense of diffusing established values into communities that have not yet accepted such values. But here again there would be a research phase before the demonstration, to establish clearly whether or not the value had been actually determined.

Others thought that demonstration projects should be approved to test out real innovations, but the testing would require research design and the results would need to be communicable.

### Planning grants, exploratory research, consultation on design

The need for consultation and the difficulty of research design in the social science field suggested to some of the participants that substantial grants for research planning, pilot studies, and exploration should be considered. The place of the universities in this program and the possibility of cooperative or contractual agreement between operating agencies and universities, particularly for research design, was discussed.

### Clearance of projects, multiplicity of decision-making

Clearance of all projects through the central mechanism of the Bio-Sciences Information Exchange was suggested. This suggestion was countered by a statement that multiplicity in decision-making is a vital function to be preserved in administering research grant funds.

## Replication, duplication, continuity

The group agreed that there has been too much duplication in research projects and not enough replication. Replication is not duplication. Many research projects involving small numbers need replication to establish the validity of their findings.

They also agreed that there is much waste in grants administered through a project-by-project approach and that a small amount of money spread thinly over many projects would come up with no answers at all. Therefore, they supported strongly a proposal for continuity of research through grants for institutional research programs rather than individual projects, through encouragement of research staff to spend a number of years in the same subject area, and possibly through setting aside a certain proportion of the funds for long-time projects.

## What kind of research can be done in an operating agency?

It was suggested that there are probably some kinds of research that cannot be undertaken successfully in an operating unit. Evaluation may be one of these.

On the other hand, there are certain kinds of problems that cannot be studied in universities or outside of operating agencies, unless some of the thinking comes from people who understand practice.

## Criteria for approval of project applications

No effort was made in this conference to outline complete criteria for the approval of projects as this was recognized as a function of the permanent organization. A few suggestions were made for criteria, however, such as the prospect of continuity and the obligation on the part of the applicant to publish the results of the project.

## Personnel

There was discussion of the present lack of research personnel in the field of child welfare, of the difficulty of securing competent research personnel for one- or two-year grants, and of the importance of training research personnel. It was suggested that one criterion for support of a project might be its potentiality for strengthening research resources or for developing competency around child welfare problems.

## Priorities in subject matter

The conference recognized that the number of acceptable projects would probably exceed the funds available in the early years of the program. Suggestions were made for priorities in broad subject matter fields such as:

Juvenile delinquency

Information to strengthen direct services to children at the local level

Criteria for decision-making in services for children

Administration and organization of child welfare services

Removal of children from home

Except for juvenile delinquency, the subject matter area that emerged most often during the conference was the child removed from home. A study of this subject was proposed early in the first session and the participants returned to it again and again. The final statement of this theme toward the end of the conference was "how to reduce the removal of children from home and for those who are removed, how to get them back earlier." Within this general theme five specific questions were raised. A number of the participants suggested reasons for favoring such a priority. These will be found in the minutes of the conference.

Other project proposals that were touched upon briefly are listed in the appendix.

# MINUTES OF THE CONFERENCE

## Session I

The conference opened with a statement by Mrs. Katherine B. Oettinger, Chief of the Children's Bureau, outlining the Bureau's long-time interest in research in child welfare. This began with the Act of 1912, creating the Children's Bureau, which provides that it:

"shall investigate and report . . . upon all matters pertaining to the welfare of children and child life among all classes of our people."

Under additional legislation, the Social Security Act of 1935 (Title V, Part 3) grants-in-aid to the States for child welfare services may also include funds for research to be administered by State departments of public welfare. These funds, however, have been extremely limited and only a few States have been able to devote part of the fund to research.

While research in child welfare therefore has been of concern to the Children's Bureau for many years it was the report of the Advisory Council on Child Welfare Services to the 86th Congress (2nd Session, Document No. 92) on December 28, 1959, that laid the foundation for this conference. The Council recommended that:

"Federal legislation provide for grants to research organizations, institutions of higher learning, public and voluntary social agencies for demonstration and research projects in child welfare."

The Advisory Council refrained from recommending specific limitations on the Children's Bureau approval of such projects, believing that the Bureau should seek the judgment of technical experts to help in developing criteria and guidelines for selecting projects. Among the general guidelines it suggested however were: regional or national significance of the proposed project, and demonstration of a new method or service in the child welfare field.

The Senate Committee on Finance, considering the recommendation of the Advisory Council on Child Welfare Services, and reporting favorably upon it (86th Congress, 2nd Session, Report No. 1856) said:

"The committee believes that grants for these projects would encourage discovery of the fundamental factors that contribute to the incidence of family disruption, neglect, and emotional instability of children. These grants would also stimulate experimentation and research focused on new and improved methods for child welfare programs, and give direction to the effective use of public and voluntary agency resources. Effective demonstration of improved program methods will help States to strengthen their child welfare programs in ways most suited to the changing needs of today's society."

The amendment to the Social Security Act (Sec. 526) which resulted provides that:

"There are hereby authorized to be appropriated for each fiscal year such sums as the Congress may determine for grants by the Secretary to public or other nonprofit institutions of higher learning, and to public or other nonprofit agencies and organizations engaged in research or child welfare activities, for special research or demonstration projects in the field of child welfare which are of regional or national significance and for special projects for the demonstration of new methods or facilities which show promise of substantial contribution to the advancement of child welfare."

Mrs. Oettinger emphasized that this amendment of 1960 provides only an authorization, not an appropriation. She felt, however, that this was an historic occasion when such a group as this could come together to talk about research, not only research within the Children's Bureau authorized by the 1912 basic act, but the possibility of research grants to nonprofit organizations and to the States to bolster child welfare. She believed that this amendment provided the much needed opportunity to search for causes and to look at preventive opportunities as well as improvement of methods.

It had been assumed that in approving grants there would be not only the experience of the staff of the Children's Bureau but also technical advice from outside. This conference represented the first stage in looking for such technical advice.

Mrs. Oettinger welcomed this group of experienced research people from universities and research organizations and research-minded individuals actively engaged in the field of practice whose knowledge and experience was being sought. She then asked each participant to identify himself and to state some of his ideas as to how this particular meeting might be fruitful, as notions were exchanged of practical researchable plans and, finally, of priorities. The remainder of the first session was devoted to statements by each consultant in turn around the table.<sup>1/</sup>

**DR. FRANKEL:** I represent the NCCD<sup>2/</sup> in terms of its newly established project to set up a national research and information center on crime and delinquency.

In terms of one of our major programs, namely, the Citizens Action Program, we would like to have some attention paid to the general problem of how we can most effectively engage and utilize citizen groups to promote, maintain, and preserve programs of prevention and treatment for juvenile delinquents.

In terms of research we would like to see an emphasis on evaluation projects that are aimed systematically at testing those practices and principles that we generally assume to be valid in our field -- probation, the juvenile court system, institutional treatment, or other forms of treatment in the community.

**MRS. OETTINGER:** I think this gives me an opportunity to say that our lawyers believe that this amendment can be quite properly interpreted to include juvenile delinquency as well as all other shades and phases of child welfare activities.

<sup>1/</sup> These are not verbatim minutes but edited statements based on verbatim minutes.

<sup>2/</sup> Individual identifications are shown in the list of conference participants. They are omitted here unless needed for understanding the presentation.

MISS THORNHILL: I have a list of researchable problems and demonstration projects that have come out of the experience of the Pennsylvania State Department of Public Welfare:

1. A demonstration project on concentrated child welfare services in relation to ADC families.
2. Demonstration on retraining of unmarried mothers.
3. Use of child welfare services in the whole field of retarded children, particularly work with parents.
4. Demonstration on interracial placements of children for adoption.
5. Demonstration of the use of homemaker service in protective service cases.
6. Ways of developing Negro leadership in areas where there is a concentration of problems related to heavy density of Negro families.
7. Service centered on housing projects where there is a concentration of families with children and with problems.
8. Role of State departments of public welfare in Statewide leadership in licensing, standard setting and supervision of total services to children.

DR. WINSTON: I have a list of suggested areas for research and demonstration projects but I would like to address myself to some other problems. The great majority of children who receive child welfare services are receiving these services through public welfare agencies. If all children in the United States are to receive the kinds of social services they require we must look to the public agencies and see how they can be strengthened.

The recommendation of the Advisory Council and the basic legislation permit research and demonstration funds to go in many directions and that is as it should be. We want the very best projects that can be developed, regardless of the auspices under which they are to be carried out. However, as one of the priority considerations; some attention should be given to the question of providing a reasonable amount of the funds for public welfare agency research and demonstration projects, assuming that the public welfare agencies submit really good projects.

I say this for two reasons. One is that so much of the data is in the public agencies. If research is to be undertaken on adoptions or foster care or juvenile delinquency, it will be necessary to turn to the records, the caseloads and the staff of the public welfare agencies. The other is that the public agencies have machinery already set up and it is easier to put a new activity into operation there than to start at the beginning elsewhere.

The State public welfare agencies are responsible for tremendous sums of money. The small amounts of administrative funds that go into research are ridiculous. This is an opportunity to strengthen the research activities of these large public agencies that have great difficulty in strengthening them through State legislatures.

There is also need for as much coordination as possible in the approach to State agencies since at the State level there is only one agency and the more different channels through which that agency is approached the more difficult the work becomes. It would be sad for a State agency to make a choice on the basis of administrative structure rather than on the basis of what a particular research or demonstration project might mean.

Since the number of acceptable projects will probably exceed the funds immediately available I would like to plead for priority for proposals that will provide the most significant information to help strengthen direct services to children at the local level.

MR. LIND: It is obviously impossible to talk at great length about substantive things that we would like to do. But I thought I would mention briefly a few things that do not have much content but may have some relevance to our discussion.

One is the problem of "translation." There have been many studies already done that we have difficulty in putting into appropriate terms. I would like to see some attention given both in the writing of proposals and in the pursuit of ends so that when we get the results we will have greater hope of knowing what they mean.

Another need is to build on existing efforts. Some demonstration projects already underway need further support and broader dissemination throughout the field. For example, a demonstration project on group services in the juvenile court. It is likely that child welfare is going to face the problem of realigning its services, not only in terms of the population served but also in terms of the kinds of methods used. I hold out a great deal of hope for the use of group services.

The first thing we have to do is to build a sensibly utilizable framework for distribution of grants and for the pattern of kinds of projects to be approved. Then, we need to know what kinds of projects are most likely to meet with fair reception. We have enough that are probably "off beat." We need to focus on some that we are reasonably sure will not go directly into the wastebasket.

DR. CLASS: The possibility of Federal funds for research should lead us to take a good hard look at the social protection of children, particularly children in foster care. We should also consider the licensing process.

Foster care licensing is over two-thirds of a century old, yet practically nothing exists in terms of research or literature on the subject. We should move in a three-fold direction, first the community perception of foster care licensing. What do foster parents, staff, fire marshals and the community think of it?

Second, we should come to grips with the selection and training of staff for the licensing function.

Third, there is much to be done in the administration, organization and operation of the activity.

MISS DAVIS: I have a list of several pages of possible areas relating primarily to improving methods of administration or service, the training of personnel and several special interest areas. But I feel

the need to know more about how the program for granting funds for research and demonstration projects would be structured. To what extent would it relate to juvenile delinquency? How would it be administered within the Bureau? What would be the relative weights of concern for social services, juvenile delinquency and research? Who would approve the grants?

How can the program be set up so that there will be built in from the beginning good methods of follow-up so that we may not end up five years from now with some good projects but nothing taken hold of by the field of practice?

If we all list specific projects it will take more time and more money than is likely to be available. Should projects be limited to specific areas with a focus established every five years and applications granted only in those areas?

Is it important for us to try to differentiate between research and demonstration projects?

MRS. OETTINGER: We have given some preliminary consideration to these questions but we are looking to you for further advice.

MR. HOOVER: Our chief problems relate to lack of research personnel and to coordination at the Federal level of the demands that are made upon a research department in a State department of public welfare. For example, the present problems of data collection relating to the medical assistance program for the aged occupy our time. For staff we have had to draw upon personnel classified for other positions which seem to provide for a given salary the right background and qualifications, such as case supervisor in child welfare. We, too, have a long list of projects.

DR. SCHWARTZ: I am trying to combine an interest in child welfare, particularly child welfare research, with social work education.

We have at the University of Chicago the first research center established in a school of social work. The research program of the center has been organized around casework theory and method. Our plan now is to develop a parallel line of research in administration. We have selected as the beginning focus the area of staff organization and utilization of personnel. We are interested not necessarily in a single project, but in a research program that would consist of a series of interrelated projects which would throw light on some of the problems that prevent full utilization of professional personnel or that stand in the way of improvement of the whole level of staffing of public welfare organizations. We see child welfare as part of public welfare.

The problems involved include the use of case aides, styles and methods of supervision, classification of jobs, classification of cases or child welfare problems, so that staff abilities and training can be related to the specific tasks that need to be done.

We would second Dr. Winston's suggestion about the importance of public welfare agencies in such a research program. We see not only the desirability but the necessity of cooperative research with operating agencies. It is impossible to do administrative research except in an operating context.

I would also like to mention the desirability of relating the recommendation of the Advisory Council on Child Welfare Services on research to its recommendation on grants for training of personnel. To make any appreciable progress in the development of research in child welfare services we will have to pay attention to the recruiting, training and education of people to do child welfare research.

We are interested in the kind of research that is not only easily interpreted to legislators but also easily assimilated into practice. This does not mean that it has to be ephemeral or a scattered type of research. We are looking for a kind of research that is oriented to theory so that it can be cumulative in terms of development of knowledge in this field.

Those who attended a recent meeting of the research section of the National Association of Social Workers, the first of its kind related to administrative research, were quite convinced that we are at a point where we can use available funds in a constructive way.

DR. SPENCER: I am an anthropologist and I think I have a somewhat different view of social work and of research because of this, than some other social scientists. I would like to mention two general issues and one substantive area that I am specially interested in.

The phrase "research and demonstration" has become a popular phrase and I am not sure that we are clear just where the emphasis lies, whether on research or on demonstration or on both. Are we interested in new demonstration projects that start from scratch or in some kind of descriptive research or evaluation of programs already in swing that may be considered demonstration because they are using new methods? Does the phrase "research and demonstration" also mean a more basic kind of research on child welfare problems? I would like some clarification of this issue.

Another general issue is the appropriate source of support for research when there may be overlapping with other supporting agencies already in the field.

As to substantive areas, I have identified two broad ones. The first has to do with children who are out of their own homes by necessity — services to them and study of these services and problems.

The other is services to children in their own homes. As a social scientist I am especially interested in this, in terms of what family disorganization means for the children, what kinds of services are needed, e.g. homemaker services in ADC families, new kinds of projects for disorganized families, and attempts to interrupt the cycle of disorganization by services focused on the children of the next generation.

I would be interested to know where this substantive area falls in priorities of interest.

MR. TRUBITT: We represent law enforcement, the consumer group. We want to offer police department cooperation. I, too, have a list of projects in which we are particularly interested.

DR. FRENCH: The function that the Children's Bureau performed in its early days was to bring to the Nation information about the situation

of children. This had a very important effect on a number of our social institutions. This seems to be an opportunity to recapture that function.

I don't think we are going to find that there is a surplus of good projects waiting to be supported. I think most of the fund-granting agencies have found a very scarce supply of research people who can design the projects we want for child welfare. This leads me to suggest that a positive effort should be made to facilitate the submission of applications in a way that will get good projects into the hopper for consideration.

Second, I would like to suggest as a criterion for any support, that the project have the effect of strengthening the research resource that is being tapped to get the job done. I think funds can be as disruptive as they are strengthening to the research resource.

I like very much the suggestion that one of the products of any research investment should be the training of personnel who can continue to do research. Even if the research does not turn out to be as practical or useful as we might hope, if it has turned out some additional hands to do further research it has been justified.

Another general problem that I would like to mention is that most university faculties do not have people with large amounts of time unoccupied that can be allocated to this project. Most projects are drafted by people whose time is already committed, with the expectation that the project will be implemented by someone else. This poses many risks. I think we have to turn to institutions which can do a responsible and discriminating job of staffing a research project once support is in sight. If we depend upon institutions getting good research personnel and putting them in cold storage until some research project comes along, we are not going to get good research proposals. I would therefore put in a plea for projects that represent institutional programs as much as the interests of individual investigators.

A final general consideration that I would like to get into the record is the question of balance between what might be described as "more basic" research and engineering research. I underscore "more basic" because I am not talking about basic research on the fundamental phenomena of child life in our society. I am thinking of research that is oriented toward application potentials but which may start a good way back from specific program alternatives that are currently under consideration. I don't think we ought to have either all engineering research or all fundamental research on the nature of problems that end up as child welfare problems. I hope to see a very conscious balance between these two types of investment as the one can go forward only as the other is supported too.

As to substantive problems, the structure through which services are provided to children is modifiable and lends itself to significant advances in light of our current state of knowledge. For example, the protective services function for children, as now organized, under voluntary auspices with no public funds. This might be modified either by funneling governmental funds through private agencies or by public agencies taking on new functions. While this general problem is essentially a policy question, there are specific knowledge elements on

which research could shed light which would make the decisions better than they otherwise will be.

Another substantive area is methods of service. Again, the field of protective services for children offers an example. There are unresolved problems in aggressive casework intervention, on community initiative, in families who are presumably to be helped. I suspect that we need to look more deeply into this than into variation in structure. We also need to consider whether the function should be isolated or whether it should become an integral part of other family services provided in the community.

DR. FANSHEL: The prospect of having these research grants is indeed marvelous, especially for people like myself who design research projects and seek to obtain financial support. Such a grant program as envisaged for the Children's Bureau will spare us the necessity of presenting research projects under the guise of mental health when they legitimately fall within the purview of child welfare and should be supported in their own right.

Such a program will also enable us to find a place for projects which are being turned down by private foundations because they do not meet a current fad. I have had recently the experience of being turned down by many foundations when seeking funds for an administrative research project. Although many foundations recognize the fact that operational problems require research, they pointed out that such projects simply do not have the glamour that juvenile delinquency and mental health appear to have. Yet, inefficient administration of child welfare programs can seriously affect children's lives and this should be considered legitimate research.

The Child Welfare League of America had a gratifying experience on the Henry Maas project (Children in Need of Parents) in nine communities in this country where public and voluntary agencies collaborated. The League is now involved in at least six, perhaps more, communities in the country studying day care programs. Much is to be gained by this combined perspective rather than looking at certain generic problems from the vantage of either the public or the voluntary agency.

Another basic issue is the question of practical versus highfalutin research. My conclusion from looking at some of the practical research is that it has been extremely perishable, that one project does not build upon another, that we waste a lot of money because the project answers an immediate question but doesn't add to our store of knowledge. On the other hand, I think people on the firing line are correct in holding us researchers in check when we want to go off on cloud nine and philosophize about a particular issue. But I think there is a middle ground in which we can introduce social science theory without going off into the "hinterlands." I would like neither the very pragmatic approach nor the rarified approach to such grants.

As to substantive areas I think we at the League are particularly interested in research which will study the basic phenomenon of separating children from their families, a phenomenon which affects thousands of children and which has not really been studied except in retrospect in the Maas study. No one has tested the validity of removal of children from their homes, either by getting current baseline data or by follow-up study. It seems to me that the "placement"

phenomenon is an institution that one of these grants should be aimed at clarifying.

DR. SCHNEIDER: Like Mr. Hoover, I have been spending much of my time recently on medical assistance for the aged. But that experience, especially the need for information about the hospital situation in New York State, is related in a way to what we are talking about here. As a result of the program for medical assistance to the aged all of the eight Blue Cross plans in New York State, the State Hospital Association, the United Hospital Fund, the New York State Department of Social Welfare, have come to a firm decision to revise the statistical reporting on hospital service in such a way that everybody will be able to use the same kind of report.

In the same way, much greater cooperation could be developed between public and private agencies in the field of child welfare. The New York State Department of Social Welfare has a unique and quite comprehensive individual reporting system on all children in foster care in the State, whether under public or voluntary auspices. Why couldn't a plan be developed to increase this reporting system so as to give more answers about the children away from their own homes than we now have? Perhaps a permanent sample could be devised. We could earmark certain cases and develop almost as much information as a case record about them over a period of time. This would provide source data for research about children removed from their homes.

Our greatest need is for personnel for child welfare research. I think some funds should be made available and earmarked for research people whose function will be exclusively child welfare. Otherwise child welfare is neglected when there are pressing needs for study in other programs. Responsibility for research should be in the research bureau with cooperative arrangements between the research bureau and the bureau of child welfare.

I have a list of twelve pages of projects in the area of juvenile delinquency that the Division of State Institutions in the State Department of Social Welfare is submitting to the Children's Bureau. Among them is a suggestion for a position of research consultant specializing in the field of child welfare.

Cooperation between voluntary agencies, universities and State departments of welfare will produce better results than working alone. Why couldn't a group of research people like this prepare quite a number of projects and suggest them to schools of social work for groups of research workers? If projects were of sufficient importance to operating agencies, funds might be provided in order to get the necessary answers.

A worthwhile demonstration might be developed in evaluation of foster parents, not merely in licensing a home and letting it go but in evaluating it in relation to particular purposes and changes over a period of time.

Because of shortages of research personnel in State departments of public welfare it may be possible to borrow research personnel for limited periods of time from universities.

MR. SHAIN: I think the Children's Bureau has a wonderful opportunity to benefit from the experience of other public agencies and foundations that have been dispensing research grants. They have all gone through an experience of trial and error. First, a few projects have been overdescribed as compared with what has been produced. Second, some people who have taken funds have not had any sense of timing and have not produced anything substantial after a rather lengthy interval of time.

While the research motto is always "think big" an appropriate gesture is to conduct research in small, manageable proportions. I don't know of a single large scale research study which has been completed within a reasonable period of time and which did not involve a great deal of staff. Many large scale projects end up without making any substantial contribution to our knowledge.

The field of juvenile justice has some very basic problems that have relevance to all States. The juvenile courts, for example in California, have a very substantial business in handling neglected children. The public image identifies the juvenile court with delinquency but forty percent of the probation caseload (in California) consists of what we call neglected children. About one-fourth of the children come to the court because of neglect.

This problem is related to how we solve problems, how we use agencies, how we use legal sanctions and legal resources to solve some very delicate and complex interpersonal problems.

We are spending all our money at the wrong end, after the pathology has reached serious dimensions. I cannot understand why we have not attempted to invest on a small scale some research money in a good project to study what protective services can do.

The Division of Research in the California Department of Corrections has about five very large scale research projects conducted by very competent people, anthropologists, doctors of philosophy, experimental psychologists, etc. We are testing treatment concepts. A lot of the cherished ideas about the effectiveness of treatment are not being supported on the basis of some of the research findings.

I have a list of eleven projects that I would like to leave with you for the record. These are related to juvenile courts, such as: alternatives to detention; using alternatives for institutionalization; developing a basic statistical unit to help determine which children should be placed under juvenile wardship, which children should go into institutions, which should remain at home, etc.; evaluation of the juvenile court process; experiments with protective service.

## Session II

After recess for lunch the second session continued with statements from the participants present.

**PROFESSOR PIRSIG:** I am a lawyer by training and whatever contribution I can make is primarily from the point of view of a lawyer. I have had a good deal of contact with social workers and social work, both as counsel for a legal aid society, and more recently in the conduct of a joint seminar on criminal law in which graduate social work students participate. The aim is to educate young lawyers to some of the merits of the social work point of view and to educate young social workers to the merits of the legal point of view.

My interest here is of necessity confined to the delinquency aspect of the child welfare problem. This involves the legal or semi-legal institution of the juvenile court and the procedures that precede the actual hearing as well as the procedures that follow adjudication.

I have been impressed with either the broadness or the lack of definition of the meaning of delinquency. I think this carries some implications that lead into the research field.

In almost all States the juvenile court law, if applied literally, would bring to the juvenile court cases that ought not to be there. This inevitably leads to selection.

That selection occurs all the way along the line. It starts with the police. They are not bringing the cases in.

How much research has been done or ought to be done in examining the standards, techniques and attitudes of police in dealing with juvenile delinquents and in selecting those appropriate for court action?

There is a further selective process in the intake department which excludes cases that never come before the court which by statutory definition come within the term "delinquency."

Finally, the judge, at least in contested cases, is making a selection based possibly on criteria quite outside the statutory definition. And the child who is brought before the court in the afternoon may be a different type of delinquent than the one who is brought into court in the morning.

I suspect very little research has been undertaken to ascertain the factors which go into the selective process and to ascertain whether or not those who survive and are identified as delinquents really are delinquents by the standards that social work would apply.

Another aspect is the authority of juvenile courts to transfer cases involving identified violations of criminal law to a criminal court. What are the standards which the law prescribes for that? Do we know what the criteria are by which a judge makes this very vital decision? Are those transferred in fact delinquents?

To what extent is the punitive approach, which is so characteristic of the legal profession, influencing the determination of delinquency as distinguished from the social work approach, which looks to

causation and contributing factors? Is the delinquent at heart someone who needs treatment?

It might be appropriate to examine this question particularly in rural districts, where in many States there is not complete probation or other nonlegal service

Another area is the relationship of the safeguards of civil liberties to juvenile court procedure (the right to counsel, the right to cross examination, etc.). We ought to ask to what extent they are appropriate, to what extent are they being used. And to the extent that they are being used, are they furthering or defeating the purposes of the juvenile court?

If we are going to engage in research in the area of juvenile delinquency ought we not to examine more precisely what we mean and to develop uniformity of procedures, meanings and even forms? For example, the concept of "assault" has widely varying meanings. You will not get intelligible answers to questions about assault until you define the meaning of assault. How can we compare Iowa with Minnesota if each of us is talking about different things?

DR. MARTIN: I am a psychologist and a research professor in child development and family life. I am also editor of the publications of the Society for Research in Child Development.

I have participated in two different eras of research in child welfare. The first was the period between the two world wars. The second is now. Research during the first period was very closely wedded to welfare. We did not make a differentiation between basic and engineering research. Problems arose and research was proposed and developed to meet those problems. Everything we did seemed very practical and we did not differentiate between practitioners and highfalutin people. Furthermore, the information that was collected seemed to have a knack of getting to the consumer rather directly. This is in part because it was less technical. Research design was not so esoteric, statistics were not so highly developed and people could understand what these research people were reporting.

Editing these publications, I realize the difficulties that the consumer must have in understanding what these research people are talking about now — very technical reports which seem to resist any kind of translation into basic English.

Furthermore, there was a kind of unity, a national enterprise as it were, accounted for in part by the fact that the whole research movement in child welfare arose because the money came from the Laura Spellman Rockefeller Foundation. Larry Frank and others were great catalytic agents who not only doled out funds but traveled around the country, knew what was going on and planted seeds here and there. While there was no suggestion of a standardized program, we felt as if we were all working toward the same ends and the results fitted together. Sometimes we confirmed each others' findings. Sometimes we supplemented or complemented them.

The situation today is quite different. The Laura Spellman Rockefeller funds are gone. Research institutes once labeled "child welfare"

seem to have been relabeled "child development." "Welfare" doesn't seem to be a very respectable term for these institutes now.

Research money now seems to come from agencies and foundations that are not so much interested in practical research or research in child welfare as they are in research which will expand or deepen our knowledge and understanding of human behavior and development. Thus, we sometimes do not the research that we want to do but, rather, the research for which we can obtain support.

This means that there is an increasing gap between what the people who are rendering the services need in the way of information and the kind of information being furnished, even within departments and institutes devoted to research in child welfare.

I think also that we focus too much of our attention on problem children. As Mrs. Oettinger has reminded us, not all children are delinquent. I think if you look at many of the child welfare statements these days you get the idea that all mothers are unmarried and all children are delinquent.

What we seek to gain is an understanding of what kinds of family living patterns and what kinds of child-rearing practices lead to what kinds of results in children. There is a tremendous burgeoning of family life education and yet most of this education goes on without the slightest knowledge of the basic competences that are needed, that parents need and want.

I have been impressed by the research being done in Italy, Belgium and France in what they call "schools for parents." This is not research on problem parents or parents having difficulty but on parents and children in general.

About five of us in five different States are now setting up a regional project, trying to find out what it is that parents would like to know, where they are going to find out, and where they would go if they had an opportunity.

This regional cooperation that comes about under the impetus of local people is a very healthy sign. But I hope that out of this conference will come a new perspective on the role that the Children's Bureau might play, not just in giving money but in giving leadership, stimulation and coordination. The kind of positive note that I would like to sound was presented very well by Msgr. Gallagher in the report of the Advisory Council on Child Welfare Services. We have no choice but to meet the problems that we face in society today concerning children and families, but we shall be forever meeting them as symptoms rather than solving them if we don't get at the causes. This means that we must have, if you will forgive me, some basic research on both child and family development.

DR. KOBRIN: I am a sociologist on the staff of the Institute for Juvenile Research. My personal interest is in the field of delinquency, more specifically in the field of delinquency prevention.

It is necessary to be very selective in trying to pick one or two of the many areas which call for careful research. I would like to mention two areas in the preventional field that I think are rather pressing.

One relates to service that has been developed in the past decade or so in situations that are very productive of delinquency, without reference to the question whether the clients served are those already adjudged delinquent or whether they simply offer a high risk of delinquency. This service has taken various forms, the most familiar is the form of street gang work developed in New York and other cities.

There is a great deal about this kind of undertaking that is very difficult to understand. It is not easy to understand what takes place, what the processes are which are engaged when a service of this kind is organized in the kind of setting that is productive of delinquency. Partnership between the helping profession and the local resident population is difficult to consolidate. There has been a grave gap in systematic observation. There is a lack of the kind of information we must have if we are to cement this kind of partnership. This is an area that would pay handsome dividends in the development of preventative work.

Another area is that of the problems that arise in attempting to carry on a program of group work with street gangs. One can hire either skilled social workers or skilled group workers. It is not easy to get both skills or both interests in the same kind of person.

There must be a better integration between the techniques of therapeutic intervention in dealing with the individual and the techniques of group work. What seems to be suggested from my observation is a deployment of the helping professions in depth with the ultimate partners in the enterprise -- the adult population in the area -- forming the last line of defense.

It may be that a new type of specialization is called for. We have seen the need for people who are knowledgeable about the social structure of a community. They are virtually indispensable. But these people are not necessarily particularly good at group work or at casework.

But whatever promise exists potentially in the development of more effective preventive work cannot be realized until there is more systematic examination of the features of the problem I have tried to define here.

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This completed the statements by participants who were present. Since some of the day's participants were not to be present the second day Mrs. Oettinger asked for some discussion of priorities. She also raised the question of how the Children's Bureau was going to avoid overlap with some of the existing research grant programs, including that of the Social Security Administration, since some people feared duplication. She expressed the belief that it was incumbent upon the Children's Bureau in entering into this new program to set up some kind of machinery to make the relationship with other research granting agencies as smooth as possible. There had already been some preliminary discussion with other agencies. The differences between the programs are quite clear. At the same time it must be recognized that there is some unavoidable overlap and therefore the necessity of very close interrelationship and some medium of exchange. This is particularly true in relation to the Social Security Administration.

The Children's Bureau recognizes the need of working closely with the Office of the Commissioner to set up committee relationships and to come to some broad conclusions such as the desire of the Social Security Administration to emphasize solutions that may be found to some of the problems of dependency.

In this connection Mrs. Oettinger asked Dr. Merriam to describe the research grant program of the Social Security Administration.

DR. MERRIAM: For those of you who have not received them I have copies to distribute of the Announcement on Social Security Administration Cooperative Research and Demonstration Grant Program, published December 1960.

The 1956 amendments to the Social Security Act provided authorization for a program of cooperative research and demonstration grants. It was not until this year, however, that we received an appropriation to carry out this authorization. We have \$350,000 for grants in this fiscal year. Unfortunately, however, no money was provided for administration so we are going ahead by begging and borrowing staff. One of the things we have not been able to do is to hold a conference such as this.

The areas of research that can be supported under this program are listed in the statute. There are three. We are to add to existing knowledge and devise and evaluate new methods of applying knowledge with regard to such problems as (1) prevention and reduction of dependency, (2) coordination of planning between private and public welfare agencies and, (3) improvement in the administration and effectiveness of programs carried on or assisted under the Social Security Act and programs related thereto.

Obviously there is a large area of overlap with child welfare services. We have discussed with the Children's Bureau and with other granting agencies in the Department and outside the problem of how to decide on the appropriate scope and the appropriate emphasis on different parts.

We have in the Bio-Sciences Information Exchange, operated by the Smithsonian Institution, the mechanical method of keeping informed as to what other applications for research in a specific area have been submitted. Not only all Federal research-granting agencies but most private foundations now work with this exchange. But this is only the beginning. We are sure that many projects will come in either to the Children's Bureau or to SSA that will seem to be more appropriate to the other office. We intend to talk them over with the Children's Bureau and to work closely together. Also I think there will be strength to the whole field if we can develop joint support.

We plan to set up an advisory committee to help us to make decisions on project applications. A certain part of the funds, even with this small amount, we hope we will give to projects that none of us could have thought of. A certain amount will be given to projects that we ourselves regard as having high priority.

I hope that we will be able to do more of what Dr. Martin has suggested — to try to help people in different areas who are working on related programs see what needs to be done and to try to build so that one piece of research ties into another.

We have said that it might well work out that this year we might start the beginning phase of a project which later the Children's Bureau would pick up.

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The meeting was then thrown open to discussion of any of the points made in the presentations.

MR. SHAIN: I would like to make a comment about duplication as distinguished from replication.

We have a great deal of research in the social sciences that involves very small numbers. Such projects may involve intensive services or demonstration projects. Many of them come up with some kind of answer. This kind of research needs, in order to have its own validity established, replication not only in that particular setting but perhaps in a setting very similar to it.

Replication is not duplication. There is a distinction. There is also a danger in taking a limited amount of money and spreading it so thinly over so many areas that you come up with no answers at all. So I want to make a plea for the concept of replication.

DR. MARTIN: I agree whole-heartedly. I think we have more duplication and replication than we know and that what we need is a national digestive agency to pull together results from studies that appear to be quite different. I would see the Children's Bureau as such an agency. We need an umpire here in Washington to keep the game going and tell us the score.

DR. FRENCH: I would like to voice a mild dissent to the notion of clearance as to whether a project has been filed some place else which would prejudice consideration of the project. The foundations in New York do not get together to clear projects. The point is that one of the problems in administering grants for research is to avoid having the same group of minds pass upon the projects submitted.

Multiplicity in decision-making is a very vital function to be preserved in administering grant funds in the Federal government as well as among private foundations.

I think it would be highly desirable to permit projects that had been denied funds by another agency, not because they were out of the scope of that agency, but because they were not seen as good projects, to be considered independently by the Children's Bureau.

DR. WINSTON: I think that we have to give some attention to what the new role of the Federal agencies in research consultation should be. We are tremendously interested in having a real part in this program. We are accustomed to looking to the Federal agency for consultation and guidance in many fields.

We have some good ideas, but we may not have either the technical skill or the staff time to lay out good projects. Some might be fairly simple to carry out once the design is set up.

The public welfare agencies have a wealth of material but there needs to be some kind of machinery and some kind of staff available who can actually consult with us in the beginning stages in developing projects.

MR. SHAIN: My experience indicates that if an agency has difficulty in defining a project in valid terms it will have more difficulty in carrying out the project. The agency should first meet the qualifications of designing a good study and that is not very easy to do.

DR. SCHNEIDER: Consultation is always desirable but our need (in New York) would probably be less than Dr. Winston's (in North Carolina).

MR. LIND: Our tendency (in Michigan) is to look to the universities for this kind of assistance and they certainly have a large amount of experience in designing projects. I feel rather strongly that because of shortages of staff in operating programs we are better off to enter into contractual agreements or cooperative arrangements with educational institutions because of their active interest and of their knowledgeable participation in research.

MISS DAVIS: I speak from the Southeast. I surely would have to agree that public welfare departments will need consultation. And as this research grant program is opened up to many other groups of people, too, consultation will be needed not only in the beginning but during and after.

There are relatively few agencies in the field of practice that have staff competent in research design. Such agencies do have ideas and can outline a project in broad terms but they need technical help.

I would be concerned about a research grant program that did not have adequate funds for administration and that would not allow added staff to spend full time on it.

DR. SCHWARTZ: This discussion of the need for consultation and the difficulty of research design points to the need for considering some special forms that research grants might take.

Grants for pilot studies might play a very prominent part in the program, especially in the early stages.

In the social science field, the difficulties, the newness of design for research, might indicate the need for more substantial types of planning grants. If this were possible, State departments of public welfare could use research grant funds to buy consultation rather than justifying it as administrative expense.

DR. FANSHEL: I agree with Dr. Schwartz. I also think that when a State department of welfare is willing to support research in its vast operations, it would be an error to withhold research funds until research personnel can be hired. I think the reputation of a department should be considered sufficient basis for giving a grant and it should be assumed that competent personnel will be hired once funds are available.

DR. FRANKEL: I would like to emphasize further the importance of exploratory research projects. The idea is to start out with very modest grants to people or institutions on specific projects or exploratory experiments. The results can be accepted or discarded. Too often we find it necessary, in order to justify our initial investments, to pour tons of money and energy into the same area.

DR. MARTIN: I have some reservations about exploratory research. While there is danger in the large initial grant and in overinvolvement, emphasizing exploratory research has its hazards. It encourages the fragmentary, the little project so that many small projects are going on about the country that never add up to much.

I also have some reservations about the policy of using grant money to help agencies or universities to develop and educate their staff. I would look first to the centers that showed greatest promise of giving most for the research dollar.

The business of these research funds is not to underwrite a training program. It is to add to our knowledge in the child welfare field.

DR. KOBRIN: There may be an inadvertent confusion here between "exploratory research" and a "pilot project." A pilot project is run to test the validity of the methods that are proposed for the study. If it is found that the methods are not sound they are discarded.

DR. FRANKEL: Perhaps that was a poor choice of words. I would agree with Dr. Schwartz about planning grants.

DR. SCHWARTZ: I think what is involved here is the difference in the maturity of research development in different disciplines.

In the field of psychology, for example, there would be less need for planning grants. That field is pretty well structured. But in the field of social welfare administration any research that is going to be done is going to be exploratory and it isn't going to be necessarily short-run. It is going to be long-run and even in the long run it is going to be exploratory.

DR. FRENCH: I think there is another dimension to this besides the state of development of social welfare research as contrasted with research in psychology. And that is the application base from which research starts, presumably with operating programs.

When research starts with a problem of operation rather than with an intellectual discipline it is not possible to make the most discriminating judgment about the most appropriate research strategy without an opportunity to do this kind of exploratory work.

MR. SHAIN: Every large-scale, well-conceived research project that I have seen in operation has had a "shake down" period in which tools, schedules, devices could be changed.

I would like to go back to another subject that has been brought up -- the conflict or implied conflict between basic research and applied research or engineering research.

I think we ought to define our terms so that everyone knows what we are talking about. I will be glad to volunteer a partial definition, namely, basic research is research which aims to develop basic theoretical concepts. I have used the same word twice. That is my partial understanding of basic research.

MRS. OETTINGER: Do you want to tackle a definition of engineering research?

MR. SHAIN: I have never heard this term used before. It must be an Eastern term. I have heard of applied research. I defend both basic research and applied research. We must come to an understanding that there is room to accommodate both in this program.

When we talk about basic research we are not talking about something that is going to be done in a year, or two years, or three or four years.

How much basic research has been done in the field of social welfare? How much has been done in the field of delinquency in terms of formulating theoretical concepts?

This means that we are committing ourselves to long-range, extensive, expensive grants in order really to do basic research and I would defend it.

DR. MARTIN: I happen to believe that this is a false and useless dichotomy. So called engineering or applied research focused on a particular problem may make a greater theoretical contribution than some of the so-called basic researches. Nor do I see any relationship between the nature of research so defined and the time taken to complete it.

DR. FRENCH: I think there is a distinction implied in the term "engineering research." It is research focused on the solution of a particular problem that is unique and distinctive. It does not make a contribution to general theory.

DR. SCHWARTZ: It is a question whether some of the examples cited are really research. Do they have results that can be communicated to anyone else that adds to the state of knowledge?

DR. FRENCH: There is a lot of fact gathering and analysis such as that done in welfare planning councils. I think it is helpful to identify this and to decide whether it is included in this program or not.

I think there is utility in the distinction between basic and applied. In basic research you start not with reference to the social problem and its potential solution but with the extension of the discipline through which knowledge is structured in the particular area, whether it is psychology, sociology or anthropology. You can't organize knowledge problemwise. Otherwise we would have universities organized that way. It isn't any accident that we have a departmental structure in universities.

DR. FANSHEL: Along the same lines, I might point out the brief engineering type problem facing administrators of child welfare programs. Many children who are separated from their own families sometimes seem to "get lost in the shuffle" because of staff shortage and no plans are effected for their long-term care at the time when effective action is still feasible. Time runs out rapidly for these children. The engineering problem is to alert the administrators to the fact that a child has gotten lost in the shuffle, so that he can institute administrative controls in time to affect the child's life situation. I see no reason why an IBM machine cannot be used for this purpose so that Johnny Jones' card winds up on the desk of the man who can do something to alter the child's situation.

DR. FRANKEL: I think there is certainly a legitimate distinction between basic and applied research, or pure research as against engineering research, as in the history of science. I think the difficulty arises when we try to adopt this model, which is perhaps much clearer in the development of the physical sciences.

As put by the philosophers of science, basic research or pure research is very consciously and systematically aimed at contributing to general theoretical knowledge. It is research which tests theory.

Engineering or applied research focuses on the solution of a specific practical problem. This may have implication for and may contribute to deeper theoretical knowledge, but there is a legitimate distinction.

I don't think we are sophisticated enough in the development of our theory to determine clearly when we are doing basic research or what kind of research can legitimately be designated basic or applied. In the field of the behavioral sciences, I would venture to say, it has been the so-called engineering or practical research that has contributed most heavily to theoretical understanding, so that has been our basic research.

DR. MARTIN: My discomfort stems in part from the question of how these nominal distinctions, which I can accept, get translated at the operational level. In psychology, if you study the effects of shocking a rat, for some reason that's pure or basic research. If you are interested in what trauma of various types does to children, that's applied.

DR. FRANKEL: Clinical.

DR. SCHWARTZ: I want to make this suggestion, that by definition, in terms of the legislation that we are considering, we are considering nothing but applied research. This research is intended to contribute to the advancement of child welfare. We are not concerned with basic research as it has been defined here.

I suggest that one of the tasks of a permanent advisory committee is to define research for purposes of this legislation but not to attempt to classify it.

DR. FRENCH: Is it true that the problems are supposed to have regional or national significance?

MRS. HYNNING: The law states "for special research or demonstration projects in the field of child welfare which are of regional or national significance and for special projects for the demonstration of new methods or facilities which show promise of substantial contribution to the advancement of child welfare."

DR. FRENCH: That would eliminate the question of where we would locate the boys' vocational school in Michigan as a suitable project.

MRS. OETTINGER: Yes, that would be easily eliminated.

DR. FANSHEL: Does the fact that the Children's Bureau is a standards-setting organization create any problems in terms of its also being a granting organization?

MRS. OETTINGER: I don't see how or why it should, because any project will be subjected to review by technical experts and will be recommended by our research grants advisory committee.

DR. BAIN: I would like to comment on Dr. Schwartz's suggestion of making grants for agencies to get consultation on design. It seems to me that this is a good suggestion because the granting agency has the problem of disassociating itself from the planning of the project and getting a complete scientific appraisal of it. This is very difficult if the granting agency has told the applicant how to set up the project.

DR. CLASS: Under the present provision for child welfare services the States can use their money for buying or securing research consultation, can't they?

MRS. OETTINGER: It is perfectly permissible. The only difficulty is that there are so many other demands for the money.

DR. CLASS: Perhaps rethinking or reappraisal of what they asked for in the (State) plan is at hand.

DR. WINSTON: I would like to come back to a point that Dr. Merriam made earlier. That is, in the SSA grants they are looking at the field to see what research needs to be done. They may encourage certain types of research in order to carry out the intent of the Congress in the area of causes of dependency. So that projects will not be just those proposed by agencies in the field but, from the SSA overview, will be what needs to be done. And SSA will promote interest in getting it done. Is that correct?

DR. MERRIAM: Well, yes. The form which it will take is a little different right now as we are getting under way than it will be later on. The only reasonable thing to do, particularly at the beginning when the funds are small, is to establish certain priorities. We are going to have an advisory committee and we will take their advice but for the time being we are setting up priorities.

DR. WINSTON: The reason I raised the question was the parallel here of a tremendous amount that can be done, so that at least in the initial stages there should be some conscious selection of priorities and guidance. Moving back toward the traditional role of the Children's Bureau, they might say "This is an important area for research and we want to do what we can to promote interest in it."

DR. MERRIAM: One way to get replication, of course, is just this. If someone in Minnesota comes in with a project which is good and someone in South Carolina comes in with one that is very close we might try to get them together. We don't want to go too far in this. I appreciate the point about multiple decision-making, but I think there is also possibility for leadership.

DR. MARTIN: I would like to see the Children's Bureau take a quite directive stand and, on the basis of the knowledge of the staff and the use of an advisory council, establish priorities in terms of specific areas. They should say in advance, "While many projects may be considered, we think these areas have greatest need for research and it is most likely that we will give money to research in these areas as long as limited funds are available."

MRS. OETTINGER: Well, I am not going to let this group escape tomorrow without an expression on what they think we most need to know about children. We want to end on that note — the specifics that you would like to have us think about which need immediate scrutiny in the field of child welfare.

DR. FANSHEL: We haven't talked about this thing called a demonstration project. To my mind it is a much abused concept. At the League we get many proposals for demonstration projects. The thing allegedly being demonstrated is being posed as an innovation and yet it really isn't an innovation. Many of them really lack a creative "oddball" idea behind them. I believe practitioners have a responsibility to think creatively so that truly new forms of practice are being tested rather than a rehash of already established modes of work.

I think one purpose of these grants should be to test out real innovations. For example, the idea of the day hospital that was developed in England and transferred here. If the idea is creative we should then try to build in the research that would test it.

DR. SPENCER: We have been talking about research all of this time and demonstration has been mentioned only in passing. Within the wording of the law there should be some place to define policy more clearly about what is meant by demonstration. For example, whether money is to be put into the provision of services in a demonstration program or whether money will be granted to examine so-called demonstration programs already in existence. I think with limited funds one could get into difficulty in trying to support service aspects of demonstration programs.

MR. SHAIN: A good demonstration project can be a good research project but the trouble with demonstration projects in the past is that they have not met the rigors of research design. For example, they may have lacked a control group.

Some demonstration projects are only tools utilized to get more staff for administrative purposes.

MRS. OETTINGER: I am mindful of the clock. I think we have had an opportunity to look at one or two issues this afternoon, first the relationship to other research granting agencies and second, the definitions of basic and applied research and demonstration. Perhaps tomorrow morning we might start with five or six issues that have been identified and have you select those that you think we ought to concentrate on.

### Session III

The third session opened with four participants who had not been present on the first day (Dr. Bloch, Dr. Cohen, Mr. Hyde and Dr. Ohlin). They were given an opportunity to make their own presentations but as they preferred to fit into the discussion as it proceeded, Mrs. Oettinger summarized the first day's meetings. She then raised a question for further discussion concerning the need for cooperation between public and voluntary agencies.

DR. COHEN: We have been approached by some local agencies wanting help in designing projects. I think the best job can be done if some of these agencies that are interested in a continuity of research (not around a special project to get money which may be a substitute for program or operation, but in continuity) can be helped to have a full-time person on the staff, well equipped in research who can make use of university resources. If they know the problems and seek help around a decent program, the money will be well spent. No researcher wants to work on a project that has been designed by someone else.

MR. SHAIN: This may be a problem in some States, but in our particular agency we have eight doctors of philosophy, including experimental psychologists and sociologists. Each of them is quite capable of doing the sophisticated research to which you refer. I realize this is not typical and that we are most fortunate. But to make a blanket, general assumption that public agencies cannot conduct good research is wrong.

DR. COHEN: All I am saying is that no agency, public or voluntary, can conduct research without a research staff.

MRS. OETTINGER: Were you thinking, Dr. Cohen, that we should encourage the States to use the child welfare funds they already have to support the salary of a research person on the child welfare staff?

DR. COHEN: I would hate to see us develop a group of people producing research projects that will obtain funds, but not carrying out the projects.

MR. HYDE: You can't do good research without a good research staff. We are starting from scratch in this program and we have to pay the price of trial and error.

I think it would be most appropriate for the Children's Bureau to have on their regional staffs some people who can consult regionally on research. The agencies should not go running to a research center or school of social work with a rush order. This is something that should be built up for a long time.

Many of the agencies are too small to have a high-powered research person, but I think we have to be careful not to call the project research unless it has a proper control group, a sampling plan, etc.

Children's Bureau funds should be funneled into research about practice.

DR. CLASS: Where do we draw the line between this new program and the existing child welfare program? Title V, Part 3 in 1936 said it

was to establish, extend and strengthen child welfare services at the State and local level. This program ought to be something beyond that.

MR. HYDE: You are talking about demonstrations?

DR. CLASS: Not necessarily. For ten or fifteen years the Children's Bureau has talked about demonstration under Part 3, Title V.<sup>3/</sup> Demonstration seems to be a little bit in disrepute. Yet the new amendment provides for it. Now what is the connotation of demonstration in this amendment, against what it was in 1940? Is there a difference in the use of the word "demonstration?"

MISS DAVIS: It seems to me there is one difference. When a State department of public welfare budgets an amount of Federal funds for a demonstration it is to demonstrate some service within the State that the State has not been providing, such as homemaker service.

Under the new amendment, tied to demonstration projects are the words "new method or facility." In other words, this is not demonstrating within a State what a State should have, but demonstrating new ways of providing care or service.

DR. FANSHEL: Yesterday we seemed to be in agreement that when we spoke of demonstration within this context we associated it immediately in our minds with research and investigation as to the outcome of a demonstration project. Our failure in the field as a whole is that we have made innovations without testing the effects. Here, demonstration could be very much integrated with research.

DR. SCHWARTZ: I think there is great danger in carrying over into the administration of this program the same concepts that have been employed in the administration of grants to States for health and welfare programs. In the past, the demonstrations have not necessarily demonstrated anything to anyone. They have been devices, in large part, for getting funds for urgently needed services. In a few instances communicable knowledge has come out of these demonstrations and has been transmitted.

An advisory committee set up for this purpose would have to define very carefully and would have to set up criteria for demonstrations. Under the law there is an obligation to have demonstrations or research, or a potential for having both. There should be minimum standards for the demonstration that would be considerably above the standards employed in the past.

DR. MARTIN: Some of these issues might become a little more concrete if we take just one area of research and demonstration. For example, group care of children. We have many different kinds of demand for group care -- from the employed mother, from the mother who wants special opportunities for her children, and we would have demands for group care for children who lack sufficient care in their homes.

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<sup>3/</sup> Dr. Class refers here to the fact that grant-in-aid funds for child welfare services under Title V, Part 3 of the Social Security Act may be used by State departments of public welfare for demonstration projects as well as for support of on-going services. The purpose of budgeting such funds is discussed between representatives of the Children's Bureau and State departments of public welfare.

In answer to these demands, we have several alternatives -- the typical nursery school, which is sometimes a play school, and sometimes has a very well planned program that has a lot of educational value. Sometimes we have a mere baby-sitting arrangement. We would also have demands for special kinds of group care for children who have personality problems.

It is almost impossible to find in research literature any answers to questions that one might ask about group care -- what kind for what kind of children, to meet what kind of family and social needs?

We ought to have research on various kinds of group care that haven't changed in twenty years. We particularly pride ourselves on being creative in dealing with groups of young children, but nothing new has come about in twenty years.

The Children's Bureau should take some lead in saying "Here is an area in which research is needed." Part of this must be research, but following each research phase there should be a demonstration phase, a demonstration of what we now think is the best way of handling children for a given purpose.

I would like to see some agencies which are equipped to render service and do research do both kinds of jobs as a package. I think too often the research worker stops when he gets his results and the practitioner discovers wonderful things that are never demonstrated.

MRS. OETTINGER: Do I hear you saying that the Children's Bureau should have some sense of those areas in which it is important that research take place? That the Children's Bureau should outline fields which from a national view have need for some immediate practical answers? You think that we should define these areas and that we should recommend replication to be sure of the findings?

DR. MARTIN: Exactly.

MRS. OETTINGER: While this 1960 amendment does not give us authority for contract research, we might say there are researchable spots where we wish a large number of people would concentrate and come up with workable plans. I think it would be very helpful to hear more opinions on whether this is a desirable procedure.

DR. KOBRIN: Can we talk about the relation between demonstration and research?

It is apparent to me that the original use of the term "demonstration" in the early legislation probably had reference to diffusing established values into communities where there was no knowledge of these practices.

The term "demonstration" has also been used, I think unfortunately, in attempting to diffuse values about which there is some residual controversy. This is where the difficulty lies.

Surely it ought to be possible to determine whether or not there has been a clear determination of whether a particular activity has value or not. The responsibility would fall on our research operation.

Unfortunately, many people have a solid conviction that a particular procedure has value, primarily on doctrinal grounds, and are inconsistent on setting up demonstrations of these values.

Those procedures whose values have been ascertained beyond any reasonable doubt ought to be areas for demonstration. All others really should be subjects of study, investigations, research, etc.

DR. MARTIN: Just a footnote. May I add, this is just what they do in agriculture. The county agent does not go out to demonstrate until research has proved that it really works. If we can do as well in child rearing as in crop raising, we will be doing all right.

DR. FANSHEL: It would seem to me that projects that are aimed at just opening up an established practice in communities which have been backward would not come under this amendment, but rather projects should be supported which are testing old concepts that we are operating under or innovating new concepts.

For example, an old concept is that children under the age of three who cannot be cared for by their own parents should be cared for individually in foster family homes. We find this concept being challenged. This is an area in which a lot of money could be profitably invested.

MRS. HYNNING: Would that be demonstration?

DR. FANSHEL: Demonstration would be associated with innovation but accompanying that would be testing of established techniques.

DR. COHEN: Stay with this one. What would you study there? I have a hunch you are getting back to some basic research that would raise a whole series of questions to find the answer. Do you want to pursue this just a bit?

DR. FANSHEL: I know when you are dealing with simple research dealing with practice, it gets very complex to study the differential outcome of various forms of care, including the effect on children's personalities. I don't know whether it is bad if we overlap in this, whether the project should be cleared of that kind of overlap, or whether it should be steered to another agency.

DR. COHEN: You could study this at the administrative level, to determine whether this costs more or less on a group basis as against individual care, without knowing whether or not the child develops better in one situation than in the other. The question at that level gets back to some rather basic theoretical types of research in the field of personality. There is money going into that type of research from various sources.

If you take the history of some granting agencies you start at one level. Before you know it, you fan out in every direction covering life itself. Is this the rationale for the Children's Bureau to adopt? Or is it better to stay with a certain level of problem that is more related to the particular function of the Children's Bureau?

MRS. OETTINGER: The amendment permits the broadest kind of interpretation. Do you think we should limit ourselves to those things which are the immediate concern of the Children's Bureau because

of our program in child welfare, or should we look at some of the more basic, unanswered questions?

DR. SCHWARTZ: Could we go back a little and pick up on the question of demonstrations, because it seems to me it does lead to your question.

It seems to me that Dr. Martin is putting something in here that is quite different than we have had before and I agree with him. Instead of regarding the demonstration as a low grade, loose type of activity, which might result in some new knowledge, in his formulation demonstration follows research. It is a test in practice of the findings.

This is the concept that you find in agriculture and in industry. It is represented by the phrase "research and development." It really in part is "engineering research." The development job is the transition from the laboratory to the production line. It is an engineering job.

If the term "demonstration" could be interpreted for purposes of this program as the developmental job of testing out and tooling up new knowledge for use in practice, then this could perform a very important function.

Second -- your last question, Mrs. Oettinger, as to the boundaries of research that might be appropriate. It seems to me that it isn't so much the boundaries or the description of the kind of research, but the purpose of the research and its relation to improvement in practice. If there is any direct connection and it can be communicated, that is the criterion. For example, as to group care. If this question leads into research in child psychology, child-parent relationships -- fine! It can be seen as related to this. The problem of overlapping with another agency is not an important one. It is the focus, the purpose of the activity, that is important.

DR. COHEN: This question gets a little complicated when you use analogies like agriculture or other areas where they can take their problem into a laboratory and test it.

We may have to set up some service, call it a demonstration, to examine whether there is a new way of doing it, then set up another type of demonstration to test further. We don't have the automatic opportunity of pulling something into a laboratory and testing it.

DR. SCHWARTZ: Again it seems to me a matter of purpose. If you are setting up a field experiment for the purpose of gaining new knowledge, and this involves giving a service, the fact that it is giving a service would not necessarily move it into the category of a developmental project. It is an experiment. It may still be a research project. There may be also a replication. But when you come to the point of accepting the results, of putting them into practice, you move into the developmental stage. It may look the same to the casual observer but its' purpose is development. The purpose behind the activity should be the controlling factor.

DR. SPENCER: Although we have no laboratory where we can get new knowledge, we do use the natural laboratory of services being operated at present. The amendment reads research or demonstration

projects with "or" between the two. It seems to me that some of the projects could be research on what is going on now and some would be demonstration with research built in on new ideas that have come out of present thinking.

DR. MARTIN: Or the Children's Bureau might have the obligation to see in the overall pattern the length of the research projects they are supporting and the demonstration projects they are supporting, so that it adds up to something some day.

But we do have natural laboratories, or can create natural laboratories, which do not offend the people involved. For example, we have multiple mothering now, and noncontinuous mothering out of which we are getting some clues on what mothering means to children and how qualities vary from situation to situation. This can be done in a rigorous kind of way without doing injustice to the people involved.

DR. OHLIN: The point has been made that both research and demonstration projects involve research. But the thing that is different is the type of research that is done and the way the research integrates with the action. It seems to me the key to the distinction lies in the form of integration that takes place between the research operations or instruments that are prepared and the forms of action which are going on. A straight research project in social service is one that studies ways without making any attempt to influence the course or to develop instruments to evaluate the process. It is a case of identifying obstacles and understanding the processes that are at work.

In the demonstration project there is a clear-cut effort from the beginning to spell out the theoretical assumptions that underlie the actual program, to design a set of research operations which have the effect of evaluating the validity of those assumptions, and to provide a means by which the results can be communicated and disseminated.

I don't think we can have a sequence of research and demonstration without evaluated designs attached to them. Then we get into the situation Dr. Schwartz talks about because the demonstrators can't communicate their results.

DR. FANSHEL: We actually have case histories of elaborately planned demonstration in research projects that have failed. I think a lot of hard thinking has to go into whether a demonstration is really feasible, whether it fits in with common sense.

DR. OHLIN: One part of the program ought to address itself to the problem of locating research competence for work on child welfare problems and encouraging better distribution of this kind of talent. I think it makes a great deal of difference whether this research talent is put into operating agencies or whether it is located outside on an academic base, because I think there are serious limitations on the type of research you can do from an operating agency that is not true of research that is done from an outside base.

MR. SHAIN: Wouldn't you add conversely that there are some limitations that a person from an outside base would have in terms of familiarity with the subject matter and advantages that accrue to an operating agency?

**DR. OHLIN:** One of the problems that we need to make clearer is what kind of research can be done effectively in an operating unit. There are probably kinds of research that cannot be undertaken successfully, and successful evaluation may be one of them.

**DR. BLOCH:** I want to supplement what Dr. Ohlin has said. There is a drastic shortage of competent research personnel. As a result we in the educational field dissipate our energies in public relations and recruitment that should be done by others.

Second, we have a growing consensus and an awareness as to where priorities lie in research and in demonstration. If we assume that research is an indispensable part of the demonstration process there are three things to keep in mind. First, developing priorities within given areas. Second, the linkage of demonstration projects. Third, some kind of replication.

We also have an opportunity to develop designs which can be used in separate parts of the country on similar projects, so that a whole series of relationships will come up. We have a tendency to accept a single piece of research as a hard fact and it is not a hard fact.

**DR. COHEN:** Those are excellent points. Now to get back to the discussion as to whether you put somebody into an agency or do research from the university.

**MR. SHAIN:** Can I define the terms? I did not say "persons." I said "persons of demonstrated competence."

**MR. HYDE:** Let's have the argument.

**DR. COHEN:** My point is this: One of the things we are missing is clinical people who have enough sense of research to begin, out of their experience, to see ways of doing things different from those they see in practice.

Sometimes a person coming from the outside, not knowing the field of practice, has a tendency to pull the problem over to what makes sense for the body of knowledge in the field he comes from. These are extremes I am citing. I think there are certain types of research that cannot be done within the agency. On the other hand, there are certain types of problems that cannot be researched properly unless some of the hunches come from people who know practice and are in practice. So I would not put it on an either-or basis.

Better use can be made of what exists in the agencies if the agency at least has a person representing some continuity, who is sufficiently interested, and, if he is a good researcher himself, knows what has to be evaluated from the outside as against the inside.

I am convinced that if we don't have more research on the inside we should get it.

**MR. SHAIN:** I want to throw this into the record. We have a university group supported by substantial foundation grants which is making an independent study of certain aspects of our program.

The university people have a responsibility to meet some reasonable deadlines in terms of producing material. Second, they have a

responsibility to know the realities of the field. When you make a finding that rain is composed of H<sub>2</sub>O and everybody has known this for years, what good is it?

DR. OHLIN: There is also the problem of getting to see eye to eye. All operating agencies are involved in public relations. What tends to happen, therefore, when evaluation gets done within an agency is that much material of a valuable sort is suppressed.

Another problem is one of being able to detach one's self sufficiently from the on-going investment in the program to be able to accept an outcome that is completely negative.

The only effective evaluative research that can be done within an agency is under an administration that is willing to accept either alternative or any set of alternatives that comes out of the research.

We ought to encourage operating agencies to disassociate themselves from evaluation in order to maintain objectivity, communicability and validation of the whole research operation.

MR. HYDE: I think this is taking a rather idealistic viewpoint. If an agency would suppress the research it did itself, an outside person could not get honest data. As an agency gets involved in research and begins to test it out itself, it begins to learn. An agency may start with its own people, get more experience, and then dare to bring in an outside person.

The second thing is that we should not forget public relations. Each of these agencies has a statistician, someone collecting data. We are wasting millions of dollars worth of time taken away from practitioners to help collect that data. If we can get that cleared up we will have in each organization someone who has some responsibility and some orientation to this. I think the place to start is analysis of this recurring data. It doesn't have to be published to be research. Lets do it to help the administrator get a better program for children.

DR. MARTIN: We are getting away from the mission of this meeting. I still want to tell the Children's Bureau what to do.

MR. LIND: I think Mr. Hyde is reasonably right, but this isn't the kind of activity the Children's Bureau can support under this program. You certainly have to produce something as you go along that looks reasonable to the field and I think this becomes one of your criteria — demonstrability.

DR. COHEN: I start with the premise that the agency that can do good research is the agency that has the highest quality of program. I think of the high quality agency that sets up this as an on-going kind of thing, which may be a contribution not only to his own agency but to the field in general.

There are points at which it becomes very expensive. Sometimes it is better to relate it back to the universities. But such situations should be defined, as the impression should not be left that an agency does not have responsibility in this area. The university is in a better position if a high quality agency has some continuity. If the purpose of the research is to find out new ways of doing things and not

just evaluating whether "x" agency is doing a horrible job, this is a good climate to operate in.

DR. OHLIN: This is what I was concerned about. I think what we are talking about is directly relevant to the Children's Bureau problem. That is, to set up some criteria by which it can be decided which proposals are good for grants and which are bad proposals.

One important criterion is where does the proposal come from and what is the competency there to engage in a productive piece of research.

There are certain proposals that may sound good but they come from the wrong place. This does not mean that grants should go only to research organizations. There should be research operations going on inside and outside too, and some effort to integrate these.

There may be some agencies that can only engage in administrative types of bookkeeping. This may be valuable if you get a number of agencies to engage in it in a coordinated fashion, but you would not ask these agencies to undertake a sophisticated research project.

DR. FANSHEL: Many of our agencies which are really good agencies find it very difficult to get the initial start. We have agencies where there are a hundred professional workers, where they are always trying to improve what they do, but they need that first initial financing of a research person to come in and help them design the project and get started in research.

This is an area in which community chests seem loathe to finance.

DR. SCHWARTZ: Could I make one minor comment on what I thought was a very interesting argument here about Mr. "Inside Man" and Mr. "Outside Man?"

There is some reality to this problem, particularly in terms of communicating results and what this might mean for the Children's Bureau. One of the very important standards that ought to be established is that research findings be published, that there be a commitment on grantees to publish their results. This would rule out a lot of intramural activity that might be subject to suppression.

It seems to me the important issue here is not only inside the organization or outside the organization but inside the field of knowledge or outside the field of knowledge. A person with great technical competence in research methodology can come out with very few findings as far as the operating program is concerned.

Therefore, the Children's Bureau might place particular emphasis on grants for research that will develop research competency around child welfare problems.

We need an integration of clinical experience, clinical knowledge, and understanding of theory in the field of child welfare with research know-how and technique. This is what is scarce.

This does not mean that it is not desirable for people from other fields to relate to research and to child welfare. But I think we need a hard core and a substantial corps of many people who are knowledgeable in both child welfare and in research methods. This particular

program is the brightest hope that I have seen on the horizon for some time for stimulating us to work toward this objective.

DR. COHEN: I think one of the most important criteria in giving grants is continuity. There is now too much of a migrant group of researchers developing who live from project to project.

If I got a request from an agency whose commitment to research was just this particular project with no underpinning of continuity I would be leary of it.

I lean heavily toward some commitment on the part of the agency or the university with enough sense of continuity so that we will develop some researchers who may spend a lifetime around a particular problem, or at least ten years, rather than the notion that you can wrap up a problem in two years and go to another problem. This is happening too much.

MR. SHAIN: We find researchers making all sorts of wholesale promises which any realistic person knows cannot be kept.

DR. FANSHEL: We have the development of a new species of man, the project writer. I think a granting agency has to become fairly sophisticated as to what represents the output of the organization applying for a grant and what represents the hired man who does nothing but write nice looking project proposals.

I think it would be interesting for the Children's Bureau sometime to sponsor a meeting on "Failures in Research Projects" like that on "Failures in Treatment." At some point I would like to see this whole process studied from beginning to end so that the granting agency could be more knowledgeable in giving grants.

MR. HYDE: Mrs. Oettinger says these are not contracts by the Children's Bureau directly. Therefore they are going to be widely distributed over the whole country. In order to bring about continuity, who is going to do this inside and outside, who is going to help evaluate? The Children's Bureau needs a research person in each of the regional offices to get to know the agency people and to help bring up these research people. We can raise a crop of people but it has to be stimulated by someone on the outside who is on the inside at the same time.

MR. LIND: My only argument against that is the proliferation of middle men. We complain of the shortage of competent research people. If you place them in regional offices you reduce the available pool of research people.

DR. COHEN: I wonder if we can't jell this a bit. We have been carrying over prototypes of other experiences in our minds. If we can start with the assumption that perhaps we will never be as full blown as some agencies in terms of research commitments, and that the fullness will be only within a certain range, then we can take a crack at priorities.

If we had only x amount of money, rather than the sky as a limit, what would be the priority considerations we would recommend, that would be most productive in line with the function, the purpose, the major emphasis of the Children's Bureau?

MRS. OETTINGER: Now this is very practical. If you look at your agenda you will see that we have been saving priorities to the last item of the afternoon but it is appropriate to start now to delineate guide lines.

DR. COHEN: There are at least three people in this room who can write you a \$3 million project very quickly, or even higher.

I think one of the basic questions is the pattern for granting requests. Does it encourage a variety of things in which the individual comes up and makes his request. Or is the pattern the other way, in which the Bureau takes the responsibility of defining what it considers several important areas and encourages research in those areas?

Is the Bureau going to be just an intermediary granting agency to encourage any kind of research or are you going to take some initiative and say "With the resources we have and this opportunity, these are the areas in which we feel we would like to see some work done."

MRS. OETTINGER: I think we have had more encouragement in this conference for that second point than we ever have had in our internal discussions.

DR. SCHWARTZ: I wonder if I could make this comment on priorities ? We tend to think of priorities in terms of subject matter. But the discussion we have just been engaged in has implications for another kind of priority. That is the possibility of the Children's Bureau adopting a policy which would place priorities on certain kinds of agency centers, university research centers, and possibly even directly of some sort of regional plan of picking out one or two research centers in each region of the country, detailing a certain proportion of available funds to such research centers over a period of time with the balance of the funds available for all others.

In other words, dividing the fund 50-50 with the idea of building up some continuity in research programs as well as considering simply a project by project approach, some balance between building up the program, the people, and responding to the idea for particular research.

MRS. OETTINGER: This is quite new to our thinking. Miss Herzog, do you have some reaction to this kind of priority ?

MISS HERZOG: I certainly have a strong and positive reaction. I have been more and more impressed with what seems to me the waste involved in the sporadic project by project approach and with what seems to me the infinite possibilities that could be achieved.

I accept what Dr. Schwartz has said but I think of it a little differently. If one person had the job of finding out what goes on in the country in one content area, trying to get some relation between various projects, not only in replication, but in projects set up for cross fertilization, it seems to me that a really imaginative, creative job could be done. If one could see what is happening in the field, what the main gaps are, and what the main possibilities are, something would add up to much more than the sum of its parts.

I have been exposed recently to research relating to illegitimacy. I have come out feeling that the kind of coordination I am talking about could contribute a great deal. I think Dr. Schwartz's idea of developing certain specific centers is a good idea. I also think of the possibility of developing certain specific content areas. I have been heartened to hear in these meetings the frequency of the phrase "research programs" not projects, that is, not a project by project approach.

I think both of these are feasible within the limits of this kind of research grant program. This of course would include background work on finding out what we do and do not know in the field.

**DR. BAIN:** What you are suggesting is a type of institutional grant. There are problems, of course. If you have a limited amount of money which do you choose?

**DR. CLASS:** Is there any statutory limitation on that approach because of the term "project?"

**MRS. OETTINGER:** We would have to discuss this with our lawyers.

**DR. BLOCH:** This is a fruitful suggestion that Dr. Schwartz makes. I am particularly interested in a continuity of research over a period of time. A good deal of concern of this group should be on how to structure that sort of thing.

I think we might want to consider the use of regional commissions, for example, to work on a consultative basis. I think this is a problem itself which might be carefully considered.

**DR. MARTIN:** There is precedent in the regional research committees of the agricultural experiment stations in the Department of Agriculture.

Priorities cannot be discussed until we delineate the areas where there is need for demonstration. I would find it very interesting to see what this representative group thought were the most pressing problems we face today in child welfare, whether in research or services. Having delineated the areas we might get some sentiment on priorities.

**DR. COHEN:** The function grows out of need; policy out of function. Even though you decide there are a number of things that have to be met, you have to think of your resources and have to make priority decisions. Structure grows out of policy.

**DR. OHLIN:** I think before we consider content we ought to think of other priorities, personnel, for example. Also the point was made that so much of the research findings get buried for lack of support.

**DR. MARTIN:** I have some question about personnel being considered a priority. I have a feeling that if you get the projects established, that projects in themselves train personnel to an amazing degree.

**DR. COHEN:** On this question of personnel, I think we automatically assume that anybody who does research is automatically a sophisticated person. I think there is a difference between a gadzetteer and a thinking person. We don't have enough thinking people. There are many people who can rush in and give a methodology. I think we need some leadership on an idea level, what it is one wants to tackle, etc.

DR. MARTIN: There is a shortage of thinkers.

DR. BLOCH: That is a very real problem, a very serious one.

Mrs. Oettinger summarized the day and a half discussion before recess was taken for lunch.



## Session IV

At the beginning of the final session Mrs. Oettinger presented a list of subject areas that had been suggested in correspondence by various people and organizations, without naming the organizations. The list follows:

1. Children who must be removed from their own homes  
The projects proposed in this area range from an examination into basic causes for placement to projects aiming at improvement of services through extending the scope of existing programs.
2. Demonstration of new and improved methods in child welfare
3. Study of methods aimed at improvement of social planning for child welfare and improvement of services through better agency coordination
4. Improvement of tools for social diagnosis and treatment
5. Demonstration of potentialities of specialized child welfare programs for prevention of family disruption
6. Parent education
7. Administration and organization of child welfare services
8. Exploration of factors which keep clients from utilizing agency services
9. Testing and evaluation of accepted practices and casework theory
10. Prevention and treatment of juvenile delinquency
11. Studies in child development, attitudes and etiology of emotional problems

MRS. OETTINGER: In these broad areas we have 64 separate projects that have been suggested. Many of them deal with multiproblem families and better ways of coordinating services. Do you want to think further about these areas or other problem areas that you want to recommend for Children's Bureau focus in the '60's?

DR. OHLIN: I have one suggestion that is not included in that group. It has reference to institutional treatment and aftercare. It applies to any type of residential treatment program (including handling of juvenile delinquents) where the problem is that of prompt reintegration of the child into the community after release.

Little work has been done either in organizing practice or in carrying on research on the problem of post-institution reintegration. More has been done on the adult level. This is an extraordinarily important area within child welfare. Because of the woeful lack of services or experimental programs it would merit high priority.

**PROFESSOR PIRSIG:** I would endorse that and on a broader level I would study the relationship of the individual delinquent to the type of treatment he is getting. A sort of uniformity exists, not only outside the institution but certainly within the institution, which has little regard to why the youngster came to that institution.

The program for those released on parole is pretty mechanical and has little regard to the particular individual and his needs.

**MR. SHAIN:** There has been some work on this but I agree with what has been said by Professor Pirsig and Dr. Ohlin.

There is a corollary to this -- there are certain people coming into aftercare who need no supervision except the most nominal. This has tremendous implications in terms of conserving resources. We have always gone on the assumption that everybody should get an equal amount of treatment. An attempt to discriminate quantitatively between types of parolees who are likely to make it versus those who are not is one of the ways that will help.

**MISS THORNHILL:** This is one of the practical problems. There is an absolute lack of service for this group in many areas. When you relate this to the shorter period of stay in many training schools and the younger ages at which they are going in, the problem is compounded.

**DR. BLOCH:** There is the problem too, of utilization of unused resources; for example, the more imaginative and effective use of the school itself in ways other than the orthodox procedure. Some administrators have found that they can cope with problems of delinquency fairly effectively by reallocation of staff in certain ways.

There is a very important second phase that is exciting a good deal of interest and is so obvious it's hard to understand why we haven't thought of it before -- the more intensive training of teachers in key areas to recognize and cope with certain problems.

We tried some years ago in a comparable experiment to give inservice training in the girls' institutions of New York and were gratified by the results.

**DR. CLASS:** Does Dr. Bloch raise the question of where do we separate, if it's necessary at all, between community organization and research? As a former administrator of child welfare it seems to me this utilization of resources is "par excellence" the problem of community organization.

**MISS THORNHILL:** This can be broadened to include other than training schools -- the unused resources that cannot change from the traditional. I have often wondered if there couldn't be research on how you get boards of directors to accept and move into change.

**DR. COHEN:** There is another phase of this, if I understand Dr. Bloch correctly. That is, you can tackle some of these problems along the mental health continuum or you can go farther on the educational continuum. There seems to be some interest in developing the equivalent of the "educateur" or the higher pedagog that exists in other countries. There is a project for a large grant on this kind of conception.

**DR. FRANKEL:** Is this the notion that the emphasis should be placed on the role of education rather than on psychological or psychiatric treatment?

**DR. COHEN:** I think it is more the assumption that some of the problems relate to specific content in education and that you can best handle mental health aspects related to that. It may mean not only putting youngsters into special classes but putting some of them into special institutions for short periods of time, these institutions to be manned on a 24-hour shift by teachers during both recreation and treatment.

**DR. FRANKEL:** The central emphasis is on education or re-education. Treatment is an adjunct of education rather than the other way around.

I would like to suggest pushing forward the short-term treatment idea. More studies and projects should relate to what happens to a youngster after he leaves short-term treatment, testing the accepted notion that ultimately it's the community situation that is the most desirable one in which to deal with the youngsters.

Also who are the children who require long-term versus short-term treatment?

**MR. SHAIN:** Even preceding that, I think one important project is to test the need for confinement or institutionalization.

I would take, say 200 boys who would normally go to an institution, and have 100 remain in the community. I would like to see what happens to the two groups.

I would also like to see what happens to boys who have been exposed to an institution, as compared with those who have not.

This is really to test whether community treatment is more or less effective than institutional treatment. It has tremendous implications in terms of financial costs, building new institutions and developing new methods of handling the problems.

**DR. OHLIN:** I would like to support that and add something else. It seems to me that studies of the processes we now employ in practice, the way criteria for decisions are created and applied, the way we sort out cases for certain kinds of treatment, represent a very crucial area because very little research has been done here.

In child welfare services that represent Children's Bureau concern, a number of studies could be fruitfully done on the direct study of the organization of treatment, on the development and comparison of alternative treatment arrangements, on a demonstration basis.

This could be done in collaboration with legal research scholars, particularly in the area of institutional commitment, in the operation of courts, in decisions about dependency, neglect and delinquency.

One of the most crucial areas in the whole field concerns the type of criteria that get applied at a point which makes such a tremendous difference for the subsequent careers of children. Under the current operation of our system of classification we tend to leave this to a kind of professional judgment in spite of the fact that these posts tend to be manned by non-professional persons.

PROFESSOR PIRSIG: Or persons of a different profession.

DR.OHLIN: One of the problems that social work faces is tremendous pressure to acquire more and more control over treatment decisions at points which they are not able to staff with trained workers. We could study profitably the way new standards and limitations could be imposed on these decisions that would assure more accountability for the action taken.

DR. COHEN: Most of the suggestions seem to fall into the category of delinquency or correction and at a level of what to do after the youngster is in trouble. Is there a need for thinking through some possible intervention that gets a little closer to prevention? Is this a function of the Children's Bureau?

We seem to live completely within the body of knowledge about deviants and to think that this is the body of knowledge that helps us to bring up the non-deviant.

Much appears in the literature these days around the fact that it's the value system that is basic, that it is the loss of anchorage, the loss of the value system that is at fault. The whole White House Conference on Children dealt with this.

Very little research has been developed on how values are developed in children, what the relationship of value is to motive, how these determine behavior, what the consequences are. I wonder whether it might not be more fruitful to pick up at this level, than to throw all of our funds into the delinquency problem.

DR. MARTIN: There is a step even beyond that. I too had noticed this almost exclusive concern with families in difficulties.

Beyond the problem of prevention, if we interpret the phrase "advancement of child welfare" broadly, we also ought to be concerned with the kinds of programs that could be furnished normal or even superior children to make them even better citizens of their generation. I would like to see the positive as well as the negative.

MRS. OETTINGER: Sharpening appropriate parent education, for example?

DR. MARTIN: Yes.

DR. FANSHEL: Yet I would like to make a strong plea for an overall program area being developed with regard to children who have to be removed from their own homes.

We have a sizeable group of children in this country who are exposed to the most unusual circumstance of growing up without a family. This is an area of traditional social service in which we have not had research to guide the practitioner as she makes decisions every day. We haven't fully studied the placement problem, the separation of children from their families, the perceptions of all the actors in the system who make the decisions.

If we think of the series of decisions, somewhere down the line is the decision that courts have to make about abrogating parental rights or not abrogating them. There are certain consequences to

children of being in limbo because their parents' rights were not abrogated or of being a Negro child where the parental rights have been abrogated but for whom there are no equivalent child welfare services.

Then there is the whole problem of the institution we have created called "foster care." Some of us think that foster parents may be obsolescent sociologically, that foster parents may be a dwindling breed.

Many areas of investigation are badly needed, but I would like to see the Children's Bureau have some program orientation for studying this overall phenomenon of foster care, just as delinquency may be an overall problem for study.

DR OHLIN: I would like to second that and to enlarge it. I would like to study not only the criteria for removing children from their homes and the agencies that do it but also such agencies as the police, and the decisions they make in connection with children.

The police are extraordinarily important because they are making decisions all the time, particularly with reference to migrant children, and particularly in deprived areas of cities where they are a potent force in shaping the careers of children.

MR. TRUBITT: We would certainly welcome any assistance that could give us a better definition of the police role. We think of it primarily in relation to delinquent children but of course we handle neglected and dependent children, too. There is no basis of understanding, however, no common practice, no real understanding of what police action is or what it should be.

A very fruitful problem to be studied, which the police service would welcome, is a very clear definition of the initial and terminal points in the continuum of the police process. There is a point at which the police department (1) would like to get out of handling juveniles and (2) ought to get out. They may be the same point, they may be different. But these points should be defined.

There is no research either completed or in process that would answer this question in any city that I know of.

MR. SHAIN: We have made some study of the social perceptions of the police force in some of the larger metropolitan areas in California. I have been surprised at the perception of social work principles on the part of some juvenile police who have been through training schools, such as the Delinquency Control Institute, as contrasted with some social workers who are called probation officers. In public testimony some of the police made a more eloquent plea and with more understanding of child dynamics and child behavior than many of the probation officers.

DR. CLASS: The Youth Study Center is now embarked on a comprehensive study of the police in respect to the terminal point which Mr. Trubitt suggests.

MR. TRUBITT: Then anything that the Children's Bureau can do to get the rest of the Union in the same condition as Southern California will be greatly appreciated.

MISS THORNHILL: In the field of prevention the whole area of day care would be a fruitful subject -- licensing procedures, community concepts, responsibility for setting standards and carrying out standards, opportunities for parent education.

I would like to put in a plea for day care as being an area in the broadest sense for some exploratory consideration.

PROFESSOR PIRSIG: I wonder whether an area might be defined on the effects of enforced idleness. Under our child labor laws many children leave school around the age of 14 or 15 who are not eligible for work and who have nothing to do. This creates a situation which invites many problems that we have to deal with.

MR. HYDE: Of a very different nature, I think there is a place for fruitful research on the joint responsibility or shared responsibility in public assistance and child welfare services, particularly in protective services for children. Who does it and how is it done? I think we have a number of different patterns in the country that could be studied to find out at least administratively how it is handled so that children don't fall between the cracks.

Another project of somewhat the same nature is a study of experiments in joint field service of child welfare and public assistance. Does this work? What are the problems?

MISS DAVIS: I would like to broaden this and make a plea for priority in the whole area of administration and organization of services. A great deal of money is being spent in the country on various services and much is wasted. Experiments are tried in one State, for example, on integrated staff and it doesn't work. Somebody across the country gets the same idea and it doesn't work. There is a whole pattern of everybody repeating the same errors. Within this area we need to study staff utilization, how to improve training, time-saving devices, etc.

DR. SCHWARTZ: I think there is something generic in the suggestions that have been made which seem to be at extremes but are not necessarily so opposed.

For example, the discussion of decision-making by staff about plans of treatment seems to me to have a very close relationship to staff utilization. The common element from a research point of view, it seems to me, is the question of conceptualization and then devising research instruments to study decision-making, to establish categories that can be useful, that can be communicated from one agency to another. Some of the methodology that hasn't been developed could aid in a number of different subject matter areas.

DR. OHLIN: We have been completing some studies in child care institutions of decision-making processes and of the degree of visibility and accessibility of the criteria by which decisions are reached. It seems to make an extraordinary difference in response to treatment and subsequent adjustment if the criteria can be communicated to the children and can be understood.

One of the problems that we face in the treatment area is that many of the criteria involve such a specialized kind of understanding that it is difficult to communicate what is required to the child.

DR. COHEN: Is this primarily in correctional institutions?

DR. OHLIN: I think it is true in all.

DR. SCHWARTZ: I think it runs through Dr. Fanshel's problem of separation of the child from the family, and in the choice between foster care and institutional care.

DR. COHEN: I think we need a variety of studies in different settings. It's too easy to assume that life is bounded by just what comes out of the correctional institution.

DR. BLOCH: I should like to suggest that we try to analyze and understand the criteria which go into the decision-making process in relation to the individual who is dealt with. This should be studied in relation to different types of contact. We have an appalling need for developing in our work some kind of typology. Concretely, this would mean some attempt to get at problems of non-deviant as well as deviant behavior.

DR. SCHWARTZ: Miss Davis' suggestion also leads to types. What type of State situation calls for an integrated field staff? What type of State situation doesn't?

DR. COHEN: I am trying to get this related to the question of how we can be most helpful to the Bureau in its task. The Bureau has to go to Congress with its program and certainly it will not go with our discussion around some of the specifics of whether it's best to tackle the problem around decision-making.

When you have x amount of resources and there's danger of duplication with other departments, you should look for the area of research that is meaningful in the sense that it is related to the function of your particular agency, in this case the Children's Bureau.

As I listen to this discussion, one theme keeps emerging. That is the general theme of how to reduce the removal of children from home and, for those who are removed, how to get them back earlier. Within this general theme I have found five questions:

1. How much do we know about children who are removed from their homes? What kind of children? What ethnic groups, etc.?

2. What are the forces involved in this process of removal of the children? The police have been identified as an important force, the courts, the protective services.

3. When these children are removed from home they go somewhere. They may go to institutions of varying kinds. We want to know more about what happens within these institutions. We want to hasten the pace of their return to their own homes.

4. What do we know about the process of reintegrating the child from the institution back into the community and the home?

5. What ways can we find to prevent the need for removal of so many children?

There are many other facets of this general theme, many specific requests that might be made within it. Institutional studies would be justified. I think I can categorize almost every study that has been mentioned here within some phase of this theme.

We are talking about strengthening family life. This is part of the same thing. We are going at it in another way. Something has to be done with the families they are removed from.

DR. SPENCER: Within this theme as a framework there is implied how to prevent removal, a whole big area, a positive area that might be expanded. I think with both sides of it to be studied this is a very appealing thing.

MISS DAVIS: I like this very much and I think most of the things we have talked about can be woven into this very easily. It would allow a wide range of both research and demonstration.

DR. FANSHEL: Within this context, there is much that the child development people might concentrate upon. For instance, the child welfare field needs help in its task of selecting individuals for various kinds of parental roles, e.g., foster parents, adoptive parents, cottage parents, homemakers, etc. We have very crude instruments for deciding what kind of individual will do well in these different status positions. The child development people can also be of help in the extremely difficult kinds of assessments of natural parents, which require child welfare workers to decide whether or not it is necessary to remove a child from a home. We know that some obviously disturbed parents can do better with their children than well-intentioned strangers.

DR. OHLIN: There is one area this theme leaves out — the gifted child and the inability to provide adequate kinds of environment for the development of his talents. This is not a removal problem.

DR. MARTIN: I think we ought to study proficiency as well as deficiency.

DR. FRANKEL: Our whole concept of the problem child, though our focus is on this, has a presumption that we know what the normal child is. Good research, therefore, should also be very much concerned with getting at the criteria of the so-called normal or more fully developed child.

DR. COHEN: However, we must start with the problem that is closer to the function of the Children's Bureau. In this we start at home base and move out from there.

DR. BLOCH: This theme has both rigidity and flexibility, which I think is extremely helpful.

DR. OHLIN: The problems of youth cultures would also fit in this theme because they occur in institutions and in the community. They affect reintegration and they affect original incidence.

DR. SCHWARTZ: There would be some value in showing the historical relationship between this theme and the long-term goals of the Children's Bureau. This theme really implements the 1912 basic act of the Children's Bureau.

DR. COHEN: If you study children removed from their homes you also may have to study some children who were not removed to get a better understanding.

DR. MARTIN: Could anything more be said about how the Children's Bureau might encourage regional projects?

DR. BLOCH: We might give some thought sometime to the administration of regional research itself. The structure has to be carefully considered. We might reach some unanimity as to the kind of research designs to be used for replication and other purposes.

MRS. OETTINGER: You are thinking of both suggestions, the suggestion of research centers and the suggestion that a Children's Bureau staff member with research competence might be available in the regional offices?

DR. BLOCH: I think it would have to be more systematically structured. I think there should be an advisory council or committee in the area which would be representative of educational and non-educational agencies, to work with a representative from the Bureau to give some emphasis to the kind of priorities needed in the region.

MRS. OETTINGER: And have that geared to an overall advisory council?

DR. BLOCH: Yes.

DR. COHEN: The NIMH structure, numbers of committees, consultants, travel, is very expensive.

I like the regional conception as a starter for getting people together to identify problems. I think the real use of this money is not just what a million or two or whatever amount will produce. Research is being done through other channels, too. This can help to stimulate, and coordinate. The regional structure may have some bearing on this.

I think it would be worthwhile to structure a series of regional conferences.

DR. SCHNEIDER: I thought in terms of a similar project but perhaps related only to New York. We might get together various groups in New York and see what we could map out, one or two research projects that would be of mutual interest to every agency.

DR. COHEN: I was thinking of something more formal after money is available. That is, a conference to see what research is actually going on in the region and some of the people preparing memoranda on the needs. We could go further than just discussing what might be done.

This might be staffed by the Bureau and there might have to be some financing to get people there.

DR. SCHWARTZ: I would combine the two ideas, having informal meetings before the appropriation is made, then follow up after the appropriation with a series of Children's Bureau-sponsored meetings to organize it better.

DR. SCHNEIDER: Although I suggested an informal conference there is no reason why a Children's Bureau representative that you would designate should not join us. This scheme would combine the interests of public agencies, private agencies and universities.

DR. BLOCH: I subscribe to formal meetings quite soon.

MISS DAVIS: It is very hard to meet informally in a region where you are not all in New York. There has to be structure with funds for travel, etc.

DR. SPENCER: I think in regions like New York and New England informal meetings are feasible.

DR. MARTIN: We might set up meetings in conjunction with other meetings, the Society for Research in Child Development, for example.

DR. COHEN: We could plan three or four regional meetings to show what happens when you try some coordination and some specific suggestions for research projects. I think it would be all to the good.

MR. HYDE: When the Children's Bureau has a program and starts building these advisory committees there will be some good reason for being.

MISS DAVIS: I think it is important for the Children's Bureau to have adequate funds for administration.

MR. LIND: I suggest that the regional people should know what happens about grants.

MISS THORNHILL: The traditional channel for CWS funds (under Title V, Part 3) involves the regional people (regional child welfare representatives) and State departments of public welfare. Is this to be expected for the research grant funds or will there be a direct channel to the Children's Bureau in Washington with no intermediate clearance, review or participation by the regional staff or State departments of public welfare?

DR. FANSHEL: If a voluntary agency or university research center desired to embark upon a project could they apply directly to the Children's Bureau without going through a State department of public welfare?

MRS. OETTINGER: Yes, definitely. This fund will be administered directly by the Children's Bureau, not through its allocation to the States.

MRS. HYNNING: We would not anticipate that the regional office would have authority or the delegation of responsibility for action on project grants such as they have on CWS funds.

MRS. OETTINGER: An advisory council would make recommendations for grants and final approval would rest with the Chief of the Children's Bureau.

DR. FANSHEL: Will it be possible for Children's Bureau staff to engage in research as they have in the past?

MRS. HYNNING: Not on these funds. There are Federal regulations that prohibit that.

DR. FANSHEL: If the Children's Bureau itself wants to engage in research projects it has to go hat in hand to a foundation?

DR. BAIN: Exactly.

MRS. OETTINGER: Other recourse is through an increase in the number of personnel on the salaries and expense item in the current budget for the Division of Research.

MR. HYDE: I think the situation of the Children's Bureau in such a program is different from other granting agencies in that it is headquarters for operations in the field of child welfare.

I think the Bureau staff should have an appropriately greater role in this instead of giving the role to an outside group. I think an advisory committee would be fine but I think the Bureau should play a larger part.

MR. SHAIN: But a technical committee may include disciplines that may not be represented on the Children's Bureau staff. The technical advisory committee can also be a buffer against serious criticism.

MR. HYDE: There ought to be advice but I don't think you need a buffer. The person who makes the decision ought to be accountable for it.

DR. SCHWARTZ: I would second the idea of at least examining, not accepting pro forma, the pattern that has been set up in other agencies. I would suggest making the council truly advisory with the real responsibility for decisions on an administrative basis. The Children's Bureau should not abdicate this responsibility.

DR. COHEN: I thought we were talking about something even further than that. I thought one of the issues we were discussing was whether the Bureau would not take more initiative. I thought the purpose of the regional meetings was to move in this direction and that it would be known to the country that there is a general focus, a general plan, and that we would try to get projects going through such a general plan.

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The conference ended with questions about the possibility of grants — or moral commitments — for more than one year. The general feeling was that competent staff could not be obtained to work on one-year grants, that three to five years was highly desirable.

Mrs. Oettinger thanked the group for their guidance and for being so self-propelling and needing so little structure. As there had been little opportunity to discuss substantive proposals she asked the participants to send in any lists of projects that they had not suggested during the conference. She also looked forward to the privilege of calling the participants back either singly, in small groups, or as a whole, whenever Children's Bureau budget and circumstances would permit.



## APPENDIX

### LIST OF RESEARCH PROJECTS MENTIONED INCIDENTALLY

(N.B. Conference participants did not suggest classification. They did suggest that work should be done on broad areas rather than on specific projects. This list should not be considered to be their final contribution. Page numbers refer to the minutes of the conference.)

#### CHILD WELFARE

##### 1. Administration

Staff organization and utilization of personnel, including case aides, job classification, training, etc. (p. 5)  
Organization of protective services (p. 8)  
Joint or shared responsibility for child welfare services and public assistance (p. 42)  
How to get boards of directors to accept change (p. 38)

##### 2. Methods of service, or practice (pp. 23, 24)

Protective services (pp. 4, 8, 10)  
Day care (p. 42)  
Improvement of tools for social diagnosis and treatment (p. 37)  
Foster care licensing (p. 4)  
Evaluation aimed at testing accepted practices and principles (p. 2)  
Role of State departments of public welfare in Statewide leadership in licensing, standard setting and supervision of total services to children (p. 3)  
Criteria for decision-making (pp. 39, 42, 43)  
Factors that keep clients from using agency services (p. 37)  
Reintegration of the child into the community (p. 37)  
Parent education (pp. 37, 40)

##### 3. Substantive areas

The child removed from home (pp. 6, 8, 40, 41, 43, 45)  
Multiproblem families (p. 37)  
Child development, attitudes, etiology of emotional problems (p. 37)  
Value systems, loss of anchorage (p. 40)  
Effects of enforced idleness (p. 42)  
Family disorganization, effect on child at home (p. 6)

#### JUVENILE DELINQUENCY

##### 1. Juvenile justice, juvenile court law and procedures

Definition of meaning of delinquency (p. 11)  
Standards, techniques and attitudes of police (p. 11)  
Criteria in the selective process (p. 11)  
Role of the police (p. 41)  
Are delinquents whose cases reach the juvenile court really delinquents by social work standards? (p. 11)  
To what extent is the punitive approach applied? (p. 11)  
Standards for transfer to criminal courts (p. 11)

- Civil liberties -- to what extent are they recognized in juvenile courts and to what extent are they appropriate? (p. 12)
  - Standard concepts and definitions (p. 12)
  - Juvenile courts in relation to neglect cases (p. 11)
  - Evaluation of processes involved (p. 10)
2. Prevention of juvenile delinquency
- Service in situations productive of delinquency without regard to whether clients served are delinquent (p. 14)
  - Processes taking place in street gang work (p. 14)
  - What can protective services do? (p. 10)
3. Treatment
- Testing of prevalent concepts of treatment (p. 10)
  - Detention (p. 10)
  - Alternatives for institutionalization (p. 10)
  - Criteria for determining which children should go into institutions, which should not (p. 10)
  - Reintegration into the community (p. 37)
  - Relationship of the individual delinquent to the type of treatment he receives (p. 38)
  - Tests for the need for confinement (p. 39)

#### LIST OF DEMONSTRATION PROJECTS MENTIONED INCIDENTALLY

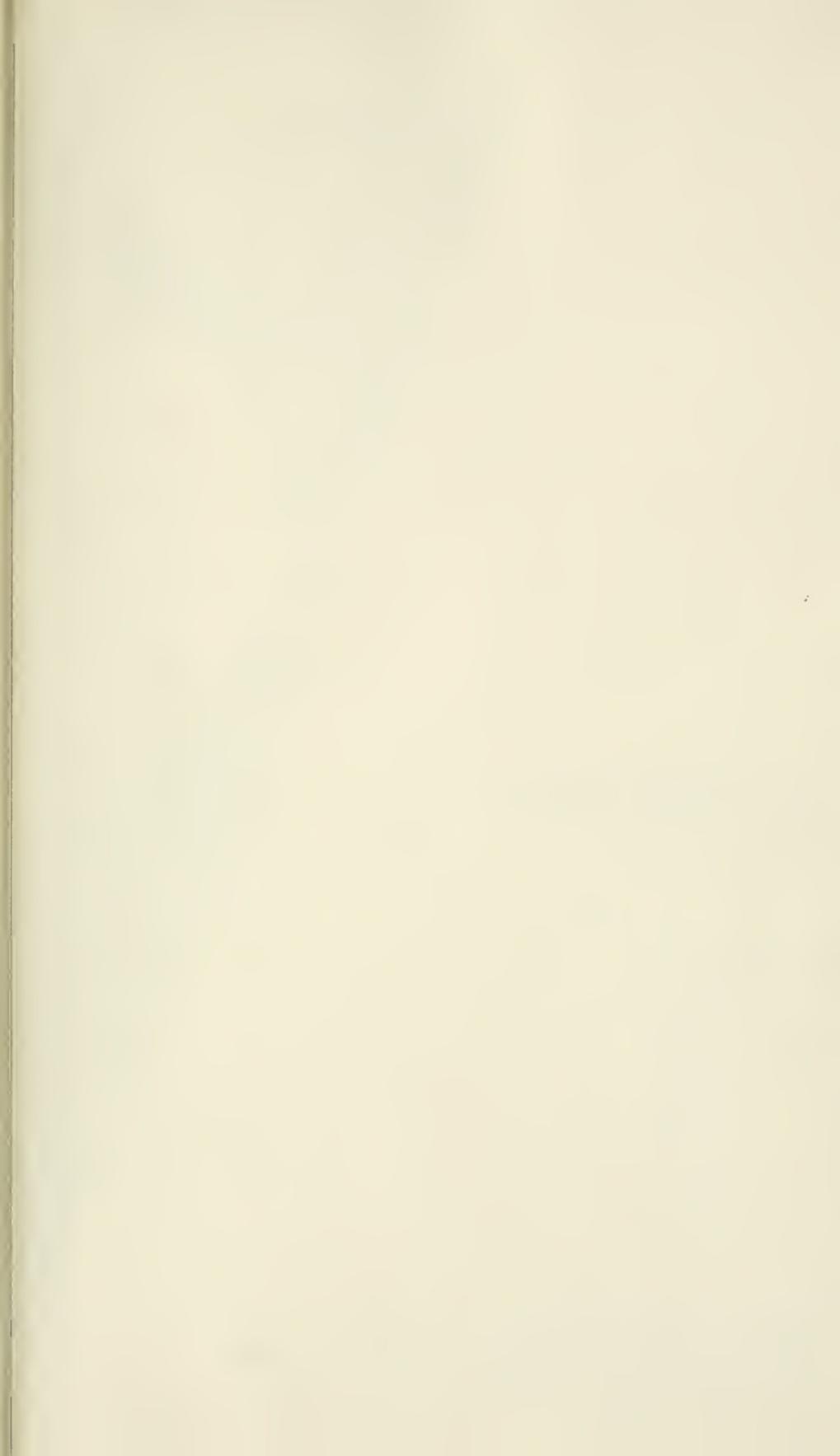
- Experiment with protective services (p. 10)
- Alternative organization for treatment (p. 39)
- Specialized child welfare programs for prevention of family disruption (p. 37)
- Evaluation of foster parents (p. 9)
- Group services in juvenile courts (p. 4)
- Service centered on housing projects where there is a concentration of families with children and with problems (p. 3)
- Ways of developing Negro leadership in areas where there is a concentration of problems related to heavy density of Negro families (p. 3)
- Use of homemaker service in protective service cases (p. 3)
- Interracial placements of children for adoption (p. 3)
- Use of child welfare services in field of retarded children, particularly with parents (p. 3)
- Retraining of unmarried mothers (p. 3)
- Concentrated child welfare services in ADC families (p. 3)
- Utilization of citizen groups in prevention of juvenile delinquency (p. 2)
- Utilization of unused resources in child welfare (p. 38)
- Development of resources in other disciplines (p. 38)

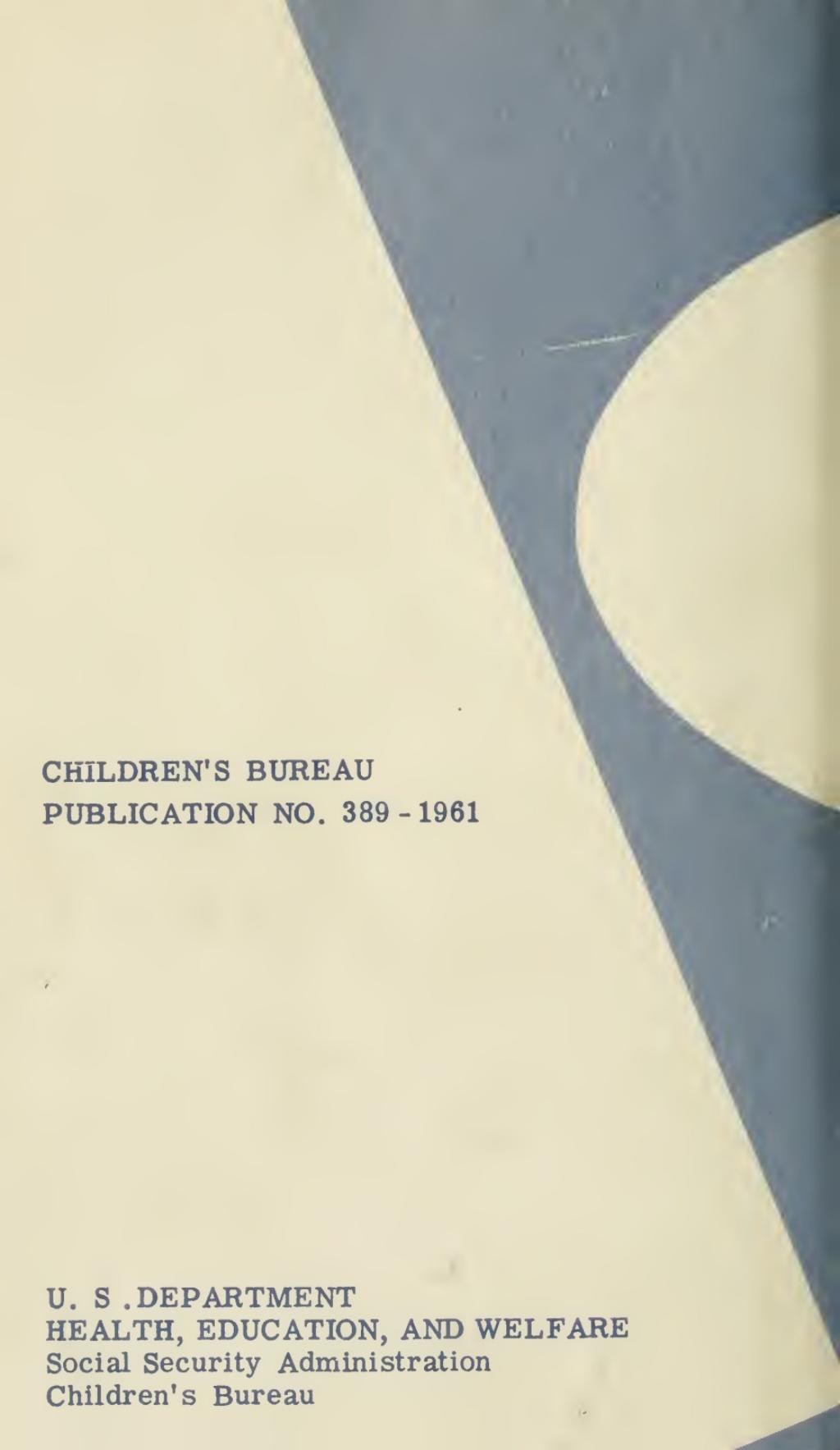


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